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NATIONAL CONFERENCE ON MANPOWER TRAINING AND THE OLDER WORKER (WASHINGTON, D.C., JANUARY 17-19, 1966).

NATIONAL COUNCIL ON THE AGING INC., NEW YORK, N.Y.
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APPROXIMATELY 225 REPRESENTATIVES OF PUBLIC AND PRIVATE EDUCATION, MANAGEMENT, LABOR, AND FEDERAL, STATE, AND LOCAL AGENCIES PARTICIPATED IN THE CONFERENCE WHICH AIMED TO PROVIDE A COMMON PLATFORM FOR THE MOST INFORMED PEOPLE FROM MANY DISCIPLINES TO FOCUS ON THIS LARGELY UNEXPLORED AREA, IDENTIFY SUCCESSFUL PROGRAMS AND TECHNIQUES, AND IDENTIFY GAPS IN KNOWLEDGE AND SERVICES AND TO CHART DIRECTIONS FOR NEEDED RESEARCH AND ACTION. A TRANSCRIPT OF THE FOLLOWING PANEL AND WORKSHOP SESSIONS IS GIVEN--(1) COMMUNITY ACTION ON OLDER WORKER TRAINING AND EMPLOYMENT--HOW TO GET IT AND MAINTAIN IT, (2) REACHING OUT TO FIND AND MOTIVATE THE HARD-CORE UNEMPLOYED OLDER WORKER, (3) SELECTION FOR TRAINING--DO PRESENT PRACTICES MILITATE AGAINST OLDER WORKERS, (4) THE ROLE OF PERSONAL COUNSELING AND SUPPORTIVE SERVICES IN THE TRAINING AND PLACEMENT OF DISPLACED AND DISADVANTAGED OLDER WORKERS, (5) NEW FIELDS OF EMPLOYMENT AND VOCATIONAL TRAINING FOR OLDER WORKERS, (6) BASIC EDUCATION FOR ADULTS--ARE SPECIAL TOOLS AND TECHNIQUES NEEDED, (7) VOCATIONAL TRAINING FOR ADULTS--DOES IT PAY, ARE SPECIAL TECHNIQUES NEEDED, (8) AGE RESTRICTIONS IN HIRING--SOME EFFORTS TO OVERCOME THEM, AND (9) EMPLOYMENT SERVICES FOR OLDER WOMEN--WHAT MORE IS NEEDED. THE APPENDIX CONTAINS (1) A STAFF REPORT ON THE CONFERENCE FINDINGS, (2) CONGRESSIONAL TESTIMONY BY CHARLES E. ODELL, (3) "EQUAL OPPORTUNITIES FOR THE OLDER WORKER," BY MILTON ROSENBERG, (4) "METHODS OF VOCATIONAL TRAINING FOR OLDER WORKERS IN FRENCH NATIONAL RAILWAYS," BY A. CONQUERET, AND A LIST OF CONFERENCE PARTICIPANTS. (EM)

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PROCEEDINGS

National Conference
on
MANPOWER TRAINING AND THE OLDER WORKER

January 17-18-19, 1966
The Shoreham Hotel
Washington, D. C.

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CONTENTS

Page
xiv

Introduction xiv

OPENING SESSION
(January 17)

Opening Remarks:
CHARLES E. ODELL, Conference Chairman and Workshops Coordinator; Director, Older and Retired Workers Department, United Automobile Workers of America (AFL-CIO); chairman, ad hoc Advisory Committee, OMPER-NCOA Demonstration Project on Training and Placement of Older Workers 1

Welcome:
GARSON MEYER, President, The National Council on the Aging 4

Keynote Address:
DR. CURTIS ALLER, Director, Office of Manpower Planning, Evaluation and Research, United States Department of Labor 8

Address:
BERNARD ULRICH, Project Supervisor, Systems Design Division, Basic Systems, Inc. (an educational subsidiary of the Xerox Company), "A Training Model for the Jobless Adult." 15

Address:
DR. R. MEREDITH BELBIN, Consultant to the Organization for Economic Cooperation and Development, Paris, France; consultant to Research Unit Into Problems of Industrial Retraining, University College, London, England, "Training of Older Workers -- English and West European Experience." 31

PANEL AND WORKSHOP SESSIONS

I.

"Community Action on Older Worker Training and Employment -- How to Get It and Maintain It."

Page

Opening Remarks:
DONALD B. FORREST, Director, the Adult Training Program, Community Progress, Inc., New Haven, Connecticut, Chairman 43

Panelist:
CHARLES E. DEICHMAN, Louisiana State Senator, Orleans Parish, Louisiana, "Getting Action Through Manpower Advisory Committees." 45

Panelist:
HAROLD K. MONTROSS, Director, Office of Employment Service Activities, United States Employment Service, U. S. Department of Labor, "Community Action Programs: Their Implications for Broadened Training and Employment Services for Older Workers." 52

Panelist:
MISS VIOLET EDWARDS, Executive Director, National Center for Citizens in Education, New York City, "Teamwork for Good Schools: How Boards of Education, Teachers and Community School Groups Can Put the Three-Way Partnership Into Action." 58

General Workshop Discussion 62

II.

"Reaching Out to Find and Motivate the Hard-Core Unemployed Older Worker"

Opening Remarks:
MRS. ERSA POSTON, Director, New York State Office of Economic Opportunity, New York City, Chairman 75

Panelist:
MRS. RUTH DOUGLAS BAKER, Director, OMPER Project GROW, (Sponsored by the Buncombe County Committee on the Aging, Asheville, N. C., and The National Council on the Aging.) "The Selection and Training of Recruiting Staff." 76

Panelist:
FREDERICK MILLER, Director, Feeder Program, Opportunities Industrialization Center, Philadelphia, Pennsylvania, "Neighborhood Church Volunteers as Recruiters." 81

Page

Panelist:
WILLIAM ARAMONY, Director, United Community Funds of Dade County, Miami, Florida; former Director, United Community Service of St. Joseph County, Inc., South Bend, Ind., (Co-sponsor with The National Council on the Aging of Project ABLE), "The Worker Advisers Of Project ABLE, South Bend, Indiana." 86

Panelist:
HAYES M. HOWARD, Tennessee Agricultural and Industrial Institute, Nashville, Tennessee, "Mobile Recruitment." 95

General Workshop Discussion 99

III.

"Selection for Training -- Do Present Practices Militate Against Older Workers?"

Opening Remarks:
DR. MORRIS S. VITELES, Professor of Psychology, University of Pennsylvania, Chairman 121

Panelist:
DR. NATHANIEL J. PALLONE, Coordinator of Counseling Education, Graduate School, University of Notre Dame; Director, Project EDREHAB, South Bend Community Schools Corporation, South Bend, Indiana, "The Effects of an Educational Rehabilitation Program Upon Vocational and Mental Aptitude Test Performance of Hard-Core Unemployed Workers." 122

Panelist:
ROBERT C. DROEGE, Research Psychologist, Bureau of Occupational Test Development, United States Employment Service, U. S. Department of Labor, "Current Research in Test Development." 132

Panelist:
DR. KENNETH CARL, President, Williamsport Area Community College, Williamsport, Pa., "Vocational Diagnosis vs. Simple Testing Programs for Selection and Orientation of Training for Older Workers." 136

Panelist:
THEODORE MAUGHAN, Director, Utah State Employment Service, Department of Employment Security, Utah State Industrial Commission, "The Utah Experience." 141

General Workshop Discussion 144

Page

IV.

"The Role of Personal Counseling and Supportive Services in the Training and Placement of Displaced and Disadvantaged Older Workers"

Opening Remarks:
DR. MARY C. MULVEY, Coordinator, Adult Basic Education, Providence Public Schools, Providence, Rhode Island, Chairman 169

Panelist:
DR. MAXINE WOOLSTON, Philadelphia Manpower Utilization Commission Project, Philadelphia, Pennsylvania, "The Need for Work Adjustment Counseling and Social Work Assistance." 169

Panelist:
JAMES L. SHUTES, Administrative Assistant Director, Michigan Catholic Conference Job Training Center, Lansing, Michigan, "Essential Auxiliary Services." 174

Panelist:
JAMES L. GALVIN, M.D., Project Director, Denver Job Opportunity Center, Denver, Colorado, "Family Case Work As a Factor." 180

Panelist:
DONALD S. FRANK, OMPER Project Director, Health and Welfare Council, Baltimore, Maryland, "Job Counseling Clinic Experience." 187

General Workshop Discussion 195

V.

"New Fields of Employment and Vocational Training for Older Workers"

Opening Remarks:
LAWRENCE O. HOUSTOUN, JR., Associate Director, New Jersey Office of Economic Opportunity, Trenton, New Jersey, Chairman 222

Panelist:
LANE C. ASH, Director of Program Services, Division of Vocational and Technical Education, United States Office of Education, Washington, D. C., "New Training Opportunities for Older Adults." 224

Page

Panelist:
DR. CHARLYCE R. KING, Associate Professor of Child Development and Family Life, Iowa State University, "Oklahoma's Statewide Homemaker Services." 228

Panelist:
ELEANOR FAIT, Older Worker Specialist, California State Employment Service, Sacramento, California, "The California Innovations." 235

Panelist:
JACK OSSOFSKY, Director, Office of Economic Opportunity Project, The The National Council on the Aging, New York City, "A Model Plan for Older Worker Training and Employment Under Community Action Programs." 242

General Workshop Discussion 250

DINNER SESSION

Presiding:
DR. JUANITA KREPS, Department of Economics, Duke University 267

Introduction of Principal Speaker:
EDWIN F. SHELLEY, President, E. F. Shelley and Company, Inc., New York City; vice president and chairman of the Committee on Employment and Retirement, The National Council on the Aging 270

Address:
DAVID BUSHNELL, Director, Division of Adult and Vocational Research, United States Office of Education, "What's Ahead in Adult Education and Training for Older Workers?" 272

Remarks:
DR. R. MEREDITH BELBIN 281

GENERAL SESSION
(January 18)

Opening Remarks:
CHARLES E. ODELL 283

Page

Introductions:
DR. SAR LEVITAN, W. E. Upjohn Institute for Employment Research, Washington, D. C., Chairman 284

Address:
ROBERT BOWMAN, Chief, Division of Technical Services, Bureau of Apprenticeship and Training, United States Department of Labor, "On-the-Job Training: Its Potential for Older Workers." 284

Address:
DR. LOUIS LEVINE, Director, United States Employment Service, U. S. Department of Labor, "The Employment Service Role in Meeting Older Workers' Needs." 290

PANEL AND WORKSHOP SESSIONS

VI.

"Basic Education for Adults -- Are Special Tools and Techniques Needed?"

Opening Remarks:
DR. JUNE TAPP, Assistant Professor and Research Associate, Committee on Human Development, University of Chicago, Chairman 305

Panelist:
DR. HAZEL S. McCALLEY, Vice President, Greenleigh Associates, Inc., New York City, "Evaluation of the Adult Basic Education Program of the State of Illinois: National Implications of the Survey Findings" 306

Panelist:
DR. WILLIAM F. BRAZZIEL, Director of General Education, Norfolk Division, Virginia State College, "Orienting Basics to Occupations" 312

Panelist:
DR. MONROE C. NEFF, Director, Division of Adult Education and Community Services, and Assistant Director, State Department of Community Colleges, Raleigh, N.C., "The North Carolina Plan: Basics and Teacher Education" 315

Page

Panelist:
DR. ELVIN RASOF, Curriculum Consultant, MDTA, Detroit Public Schools and Wayne State University, Detroit, Michigan, "Basics Plus: The Teaching Team" 323

General Workshop Discussion 345

VII.

"Vocational Training for Adults -- Does it Pay? Are Special Techniques Needed?"

Opening Remarks:
HAROLD W. WILLIAMS, Director of Economic Development, W. B. Saunders and Company, Washington, D.C., Chairman 367

Panelist:
GRAEME McKECHNIE, Project Associate, Department of Economics, University of Wisconsin, Madison, Wisconsin, "Does It Pay? A Survey of MDTA Experience" 368

Panelist:
THOMAS J. RILEY, Superintendent of Skills Training, Port of New York Authority, New York City, "From Unskilled To Skilled: Upgrading At The Port Authority" 377

Panelist:
NORMAN F. PIRON, Assistant Training Director, United Association of Journeymen and Apprentices of the Plumbing and Pipefitting Industry (AFL-CIO), Washington, D.C., "Upgrading For The Space Age" 386

Panelist:
DR. JOSEPH KOPAS, Training Counselor, Republic Steel Corporation, and Director, The Human Engineering Institute, Cleveland, Ohio, "Upgrading For Heavy Industry" 392

Panelist:
DR. CARL EISDORFER, Associate Professor of Psychiatry, Director of Training, Research Coordinator, Center for the Study of Aging and Human Development, Duke University, Durham, N. C., "Psycho-Physiologic Aspects of Adult Learning: A Tentative Theory" 406

General Workshop Discussion 416

Page

VIII.

"Age Restrictions in Hiring -- Some Efforts To Overcome Them"

Opening Remarks:
JULES GRAVEEL, Director, Older Worker Relocation Project, South Bend, Indiana (Sponsored by OMPER and The National Council on the Aging), Chairman 436

Panelist:
MRS. CARYL HOLIBER, Branch of Skill and Industry Surveys, United States Employment Service, U. S. Department of Labor, Washington, D.C., "The Dimensions of the Problem" 436

Panelist:
WILLIAM S. SPRENGER, Director, OMPER Older Worker Project, (Sponsored by the Health and Welfare Council, Baltimore, Maryland, and The National Council on the Aging), "Demonstration Project Experience" 441

Panelist:
DR. FRANK FAHEY, Director, Center for Community Analysis, Notre Dame University, Notre Dame, Indiana, and Director of OMPER project for follow-up study of Project ABLE, South Bend, Indiana (Sponsored by the United Community Services of St. Joseph County, Inc., South Bend, Ind., and The National Council on the Aging), "The Values of MDTA Training After a Shutdown" 447

Panelist:
MILTON ROSENBERG, Director of Employment, New York State Commission for Human Rights, New York City, "Can Legislation Contribute" 452

General Workshop Discussion 458

IX.

"Employment Counseling of Older Workers -- An Essential"

Opening Remarks:
DR. S. NORMAN FEINGOLD, National Director, B'nai B'rith Vocational Service, Washington, D. C., Chairman 491

Page

Panelist:
ABRAHAM STAHLER, Chief, Office of Program Evaluation, Office of Manpower Planning, Evaluation and Research, United States Department of Labor, Washington, D.C., "The Extent of the Problem" 492

Panelist:
MRS. MARGUERITE COLEMAN, Former Director of Special Services, Division of Employment, New York State Department of Labor, New York City, "The Older Worker Counselor -- The Need for Specialization" 498

Panelist:
HERBERT W. WATKINS, Director of Personnel Relations, Graflex Industries, Rochester, N.Y., "The Employer Panel -- A Resource for the Older Worker Counselor" 505

Panelist:
RAY A. ZIEGLER, Director, Senior Worker Division, Oregon Bureau of Labor, Portland, Oregon, "Group Counseling in Creative Job Search Techniques" 509

General Workshop Discussion 528

X.

"Employment Services for Older Workers -- What More Is Needed?"

Opening Remarks:
DR. LEONARD P. ADAMS, Professor and Director of Research and Publications, School of Industrial and Labor Relations, Cornell University, Ithaca, New York, Chairman 559

Panelist:
DR. HAROLD SHEPPARD, W. E. Upjohn Institute for Employment Research, Washington, D.C., "What More Is Needed in State Employment Services?" 560

Panelist:
EARL T. KLEIN, Deputy Assistant Director, Office of Manpower Planning, Evaluation and Research, United States Department of Labor, Washington, D.C., "Implications For Government Services of the OMPER Experimental and Demonstration Projects For Older Worker Training and Employment" 565

Page

Panelist:
VERNON JIRIKOWIC, Research Director, International Association of Machinists and Aerospace Workers (AFL-CIO), Washington, D.C., "Organized Labor Looks At the Older-Worker Program of the Employment Service" 569

Panelist:
MALCOLM LOVELL, Executive Director, Michigan Employment Security Commission, Detroit, Michigan, "The Detroit Area Manpower Development Project: Its Implications for Older Workers" 578

General Workshop Discussion 583

GENERAL SESSION
First Section
(January 19)

Opening Remarks:
SHERRILL D. McMILLEN, Director of Program Planning and Development, Division of Vocational and Technical Education, United States Office of Education, Washington, D.C., Chairman 622

Address:
WILLIAM D. BECHILL, Commissioner, Administration on Aging, United States Department of Health, Education and Welfare, Washington, D. C. 623

Address:
DR. CLARENCE LONG, Member of Congress, Baltimore, Maryland 629

GENERAL SESSION
Second Section

Opening Remarks:
MRS. GENEVA MATHIASEN, Executive Director, The National Council on the Aging, New York City, Chairman 643

Speaker:
CHARLES E. ODELL, Report on Workshop Findings and Recommendations 643

Page

LUNCHEON SESSION

Opening Remarks:
EDWIN F. SHELLEY, Chairman 660

Address:
DR. GARTH MANGUM, Executive Secretary, National Commission on Technology, Automation and Economic Progress, Washington, D.C. 662

APPENDIX I

NOTES 670

APPENDIX II

STAFF REPORT ON CONFERENCE FINDINGS TO OFFICE OF MANPOWER PLANNING, EVALUATION AND RESEARCH AND TO NCOA AD HOC ADVISORY COMMITTEE FOR OMPER-NCOA DEMONSTRATION PROJECT ON TRAINING AND PLACEMENT OF OLDER WORKERS 674

Introductory Note 675

National Council on the Aging 676
    Policy 676
    Action: Research 676
    Action: Support of Legislation 677
    Action: Miscellaneous 681

U. S. Department of Labor 685
  Manpower Administration 685
    Action 685

  Office of Manpower Planning, Evaluation and Research 685
    Policy 685
    Action 685
    Method 686

  Bureau of Apprenticeship and Training 687
    Action 687

	Page
United States Employment Service	687
Policy	687
Legislation	692
Experiment and Demonstration	693
Research	694
Action	696
U. S. Office of Education	702
General	702
Policy	702
Legislation	702
Research	703
Action	704
Basic Education	704
Policy	704
Research	705
Action	705
Method	706
Vocational Education	706
Policy	706
Action	707
Method	708

APPENDIX III

BACKGROUND PAPERS	710
Testimony of Charles E. Odell, Director, Older and Retired Workers Department, United Automobile Workers International Union (AFL-CIO) Before the Select Labor Subcommittee of the House Labor and Education Committee, Washington, D.C., September 2, 1965.	711
"Equal Employment Opportunities for the Older Worker", by Milton Rosenberg, Director of Employment, New York State Commission for Human Rights.	722
"Methods of Vocational Training for Older Workers in the French National Railways", by A. Coqueret, Chief Engineer, Head of Staff Training and Apprenticeship Subdivision, Equipment and Traction Directorate, Societe National des Chemins de Fer Francais	730

Page

APPENDIX IV

CONFERENCE PARTICIPANTS 742

INTRODUCTION

This pioneering conference concerned itself with the training and employment problems of unemployed workers in the 45 to 65 age group.

The problems are reflected in the fact that workers over 45 years of age made up 26.9 per cent of the unemployed in 1964, 46.2 per cent of the long-term unemployed (out of work six months or longer) and only 10.9 per cent of all trainees under the Manpower Development and Training Act.

The conference aims were three-fold:

1. To provide a common platform for the most informed people from many disciplines to focus on this largely unexplored problem area.
2. To identify successful programs and techniques.
3. To identify gaps in knowledge and services and to chart directions for needed research and action.

Conference participants represented public and private education, management, labor, the universities, Experimental and Demonstration projects commissioned by the U. S. Department of Labor and the U.S. Office of Education, Federal agencies, State Employment Services, State Aging agencies and public and voluntary social agencies.

Recommendations of the workshops were summarized by Mr. Charles E. Odell, conference chairman and workshops coordinator, at the final general session Wednesday, January 19.

In Appendix II., the workshop recommendations have been brought together with those of the general session speakers, the panelists and the NCOA project staff. Priorities and responsibility for action have been suggested.

The conference was arranged by the National Council on the Aging under a contract with the Labor Department's Office of Manpower Planning, Evaluation and Research. Under this contract, NCOA is sponsor of demonstration projects on older worker training and placement in six cities and is responsible for communicating its findings. The conference was one medium for discharge of the latter responsibility.

The planning assistance of Miss Augusta Clawson, Anthony J. Fantaci and Ansel Cleary of the Department of Labor and George W. Davis of the Department of Health, Education and Welfare is gratefully acknowledged.

Zoë Fales Christman
Editor and Conference Director

Opening Session

The opening session was convened at 9:25 a.m., Charles E. Odell, Conference Chairman and Workshops Coordinator, presiding. Mr. Odell is Director of the Older and Retired Workers Department, United Automobile Workers of America (AFL-CIO). He is also Chairman of the ad hoc Advisory Committee, OMPER-NCOA Demonstration Project on Training and Placement of Older Workers.

PROCEEDINGS

MR. ODELL: Good morning.

My name is Chuck Odell, and you're going to be seeing more of me than you should in the course of this conference, so I'll try to be very brief in opening it.

I'd like to welcome you here on behalf of the National Council on the Aging and our co-sponsoring government partners in this enterprise, the United States Department of Labor and the Department of Health, Education, and Welfare.

This is, in my judgment, a long overdue opportunity for people to get together and share ideas. A lot of people have talked about our subject, but our staff who worked in pulling this conference together tell us that what has been done of substance has been done in bits and pieces in diverse fields in widely separated places.

Therefore, in a sense, it is the first meeting of its kind on a subject which is vital at this particular time in the history of our country. It is vital in the history of our emerging concern with full employment and a national manpower policy and posture which says, in effect, that it's important to provide employment opportunities for all those who are willing and able to work.

I would like to stress our hope that our discussion, in the two and a half days we will be together, will be concentrated on what the staff calls the "younger older worker." By that they mean the worker who is not yet eligible for significant support under public and voluntary or private pension and social insurance programs, whose principal problem is one of getting and holding a job because of age and a variety of circumstances, all familiar to many of us who have to do with what we call age discrimination or age restriction in employment.

When the Manpower Development and Training Act was passed, many of us assumed we had a bright and shining new tool. We thought MDTA would make it possible to overcome substantive objections to hiring of the middle-aged and older worker on the grounds that he lacked the skill or the training necessary to do the particular job.

We saw in the Manpower Development and Training program an opportunity to move significantly ahead in overcoming this kind of objection, but we have run into many problems. And those of you who are confronted with them everyday can document these problems better than I.

I took the time last night coming in from Detroit to read most of the contents of the October issue of the Employment Security Review. This issue is devoted almost exclusively to the older worker.

I would suggest, if copies of that have not been made available to the participants and there is some way to do so, we ought to see that it gets into your hands.

I found it a very useful, a very informative, a very substantive contribution to updating my thinking in this field. It is also an important document because it summarizes in some detail the findings and recommendations of the Secretary of Labor's task force on the problem of age discrimination in employment. These were reported to the Congress on July 1, 1965, under a section in the Civil Rights Act which required such a report and recommendation with regard to the need for national age discrimination legislation.

It seems to me that we meet at an auspicious time. At least in the labor market areas where I function, we are hearing from employers of a growing and severe shortage of skills and of qualified people.

Last week I had three calls from the Chamber of Commerce in the city of Detroit asking what I could do to encourage some of our retired members with skills to come back into the automobile industry, particularly into the job shops which are having great difficulty sustaining their labor force.

Many of you are aware that our collectively bargained pension agreements now make it possible for an auto worker to retire as early as age 55 on a pension approaching anywhere from $300 to $400 a month. I shouldn't say a pension. It is a combined pension and company supplement. It encourages early retirement, because it provides reasonably adequate income. It enables the person to retire early without being overly concerned about where he will find the money to live on.

In the first three months of that new agreement in the Big Three auto companies and the agricultural implement industry, 10,500 auto workers in the age group 55 and over have retired. When you consider our estimate that approximately 30,000 workers in the Big Three were eligible, you get some sense of the numbers who are taking advantage of the opportunity.

I am told that if all those eligible to retire early in major corporations such as Ford and Chrysler were actually to do so, the skilled trades, the toolmakers, the tool designers, the highly skilled workers in the industry would be greatly decimated.

I would guess that more have not already taken advantage of early retirement because the industry is working not only at full production but with considerable overtime, and there are unreal pressures and incentives for the older skilled workers and the older highly semi-skilled workers to continue on the job.

The basic content of this conference is supposed to center on theqestions of training and retraining of the older workers, and I will just briefly sketch some of the broad questions we are seeking answers to and emphasize that we are not here simply to exchange information and to inform ourselves. We are also here with a very strong emphasis on making specific recommendations and suggestions on the basis of which we can move through government and voluntary effort to a higher degree and a higher level of performance in doing something about this problem.

The major areas of concern, as I set them forth in testimony before the Select Labor Subcommittee of the House Labor and Education Committee which was concerned with manpower, were:

1. An examination of selection techniques, including adaptation of the standard tests such as the General Aptitude Test, to avoid screening out all, or practically all, the older workers in the process of recruitment and selection for training.

2. Emphasis on recruiting and motivating techniques designed to reassure the older worker and his family that it is socially and economically feasible for him to accept retraining.

3. Experimentation with basic education techniques as a preliminary to skill training.

4. Controlled study and evaluation of factors limiting or enhancing the mobility of older workers, with regard both to training and to new employment in a new location upon completion of training.

5. Experimentation with training methods and concepts adapted to the special needs of older workers. Here we hope to hear from Dr. Belbin about European and British experience. We believe, and indeed we are hopeful, that more has been done of an intensive exploratory nature there than in this country to develop training techniques, methods and programs particularly and specifically adapted to the needs of the older worker.

6. Experimentation with the organization of training opportunities for older volunteers who may become paid part-time or full-time workers following a period of volunteer service.

Our agenda is very crowded, and I am not going to take a great deal of additional time in outlining the broad dimensions of what we are trying to do.

As a sort of moderator or overseer and summarizer, it will be my pleasant opportunity and task to meet with workshop discussion leaders and recorders. This will be for briefing concerning the workshop sessions which will follow each of these general sessions and to tease from them in written and verbal form an interpretation of what happened in each workshop, so that I may truly reflect to the best of my ability the findings, conclusions and recommendations reached in the workshop sessions.

In our final summary session on Wednesday it is expected that I will make an overall presentation of what has come out of the workshops, leaving sufficient time for discussion and feedback so that you may heartily disagree with my misinterpretation of your conclusions (Laughter). It is hoped we may ultimately come up with something resembling, if not a consensus, at least a sharing of views and differences as well as areas of agreement concerning the problem of training or retraining the older worker, what we can do about it and where we go from here in centering our attention and our responsibility, both in government and in the voluntary sector.

Larry Houstoun, who has worked closely with us on this problem, insisted that if we did not put heavy emphasis on recommendations and resolutions there was little point in holding this conference. I'm inclined to agree with him. I think we have talked long enough without achieving a great deal in this general field. This is our opportunity, if we have something on our minds and some approach that we would like to see developed and promoted, to bring it to the fore and to get some attention paid to it at the appropriate levels in government and in the voluntary sector.

At this time it is a pleasure for me to introduce a long-time friend and colleague, Mr. Garson Meyer, who is President of the National Council on the Aging, a retired official in the Eastman Kodak Company and an active worker in his own community, Rochester, New York, on the problems of middle-aged and older people.

He will bring greetings and a bit of his own feelings and experience in connection with the problems and the needs of the older person in our society.

Garson Meyer.

(Applause.)

MR. GARSON MEYER (President, the National Council on the Aging): Thank you very much, Chuck.

Guest speakers, ladies and gentlemen: On this very cold morning I am pleased to extend a genuinely warm welcome to the distinguished participants in this conference.

As I look over the many faces, I see quite a few who have never attended a national conference of the National Council on the Aging before, and it may be helpful, therefore, if I outline something of the background, a thumbnail sketch, of the National Council on the Aging.

The National Council is a national voluntary agency conducting programs in all areas of the social, economic and health concerns of elderly persons. Over the years we have been rather successful in stimulating new approaches to these problems at the national, State and local levels.

Our primary objectives have been to identify the needs and then, through demonstration programs, to devise practical means of meeting them.

Let me briefly outline to you a few of the more recently concluded programs in these areas.

I should say that our support for many of these programs come originally completely from the Ford Foundation. It now stems from labor, industry, commerce and private foundations, as well as from Federal grants for particular projects and particular studies.

We recently have concluded a study on protective services and guardianships. This is under a grant of the National Institute of Mental Health. We have also recently completed a project on home-delivered meals, under a grant from the Public Health Service, and we have recently published a well received and broadly distributed national directory on housing for the older people.

We have now in progress a study involving the older worker in the local poverty programs. This is under a grant of the Office of Economic Opportunity.

The National Council on the Aging is also a pioneer in the Centers program, and under a recent new grant from the Frederick and Amelia Schimper Foundation, we are inaugurating a much broader program in this area of Centers for the elderly.

In addition to carrying out these practical research and demonstration programs, we have a broadly experienced and highly competent staff of consultants in health, in housing, in community planning, in employment and retirement, in retirement Centers, and in many specialized projects for which we have received special grants.

We also maintain a well-stocked and comprehensive library. I urge those of you who may wish any particular publications or information regarding the elderly to use our library facilities. This doesn't have to be done in person. If you will write to our library, they will be very happy to send you a packet of information -- which we hope you will return.

These are some of the areas of our concern.

Now, let me briefly outline for you the project of which this conference is a part. This is supported, I suppose most of you know, under a contract between the Office of Manpower Planning, Evaluation and Research and the National Council on the Aging.

It is an attempt to find new ways to attack the unemployment problems of the displaced older worker.

The aim of this conference is to try to arrive at recommendations on policies and programs that will help to remove the roadblocks to older worker training.

I am sure most of you -- in fact, probably all of you -- are fully familiar with what these roadblocks really are. They lie in the methods of selection for training, in a lack of needed supportive services. They lie in the need for basic education designed for adults, in the need for vocational training adapted to the too little-known differences in ways adults learn.

And, of course, overriding all of these is the need to break down employer resistance to the hiring of older persons.

To propose solutions to these roadblocks we have brought together here for the next three days -- and we hope you all stay for three days -- some of the best informed people in government, in industry, in labor and in education. We look forward to the contribution that this group will make to this important problem.

Many people have assisted our hardworking staff in bringing this conference together. As you know, the staff worked under very heavy limitations and difficulties because of the strike in New York City, They needed a great deal of help. And they received it.

I would like to point out a few who have been particularly helpful. In singling out these two or three, I in no way wish to detract from our warm and grateful appreciation to all those who have participated in bringing this program together.

Those who have worked on the program planning as consultants to our staff were Miss Augusta Clawson, Chief of the Project Service Branch of the Office of Manpower Planning, Evaluation and Research in the Department of Labor; Anthony J. Fantaci, Chief, Division of Youth Employment and Guidance Services, U. S. Employment Service; George W. Davis, Adult Program Specialist in the Division of Vocational Education, U. S. Office of Education; and Ansel Cleary, Deputy Administrator, Bureau of Apprenticeship Training, United States Department of Labor. These are only a few of the many.

I am sure you share my hope that when the three days have come and gone the program as devised by our staff with the help of others will bring some fruitful results.

We are looking not merely for the exchange of ideas but, rather, for some definitive recommendations. We hope that these will be developed.

Thank you very much.

(Applause.)

MR. ODELL: Thank you, Garson.

It is now my pleasure to introduce a friend and working colleague. My most recent opportunity to work with him was as a member of the Task Force on Problems of the Aged Poor which was appointed by Sargent Shriver in March and which submitted its report to the Office of Economic Opportunity in August.

Dr. Curtis Aller is serving as Director of the Office of Manpower Planning, Evaluation and Research, formerly known as OMAT, and I find that a little easier to manage than "OMPER." Of course, OMPER is located in the U. S. Department of Labor.

Dr. Aller is on leave from San Francisco State College. He is also currently serving as chairman of the State Social Welfare Board in California, having been a member of the Board since 1962.

He is past chairman of the Economics Department at San Francisco State College, on leave of absence in 1963 and 1964 in order to serve as staff director of the Holland Committee, which is the subcommittee on manpower of the House Labor and Education Committee. I believe the official title is the Select Subcommittee on Labor of the Committee on Education and Labor, out of which, of course, developed the Manpower Development and Training Acts of 1962 and 1963.

Dr. Aller has been a consultant on manpower and employment questions for the U. S. Department of Labor and the U. S. Department of Health, Education, and Welfare and the Office of Economic Opportunity. In addition, he has been chairman of the nine-county Bay Area Advisory Committee on Manpower Development for the State Employment Service in California. Dr. Aller was a Rhodes scholar in 1948 to 1950. He holds a B. A. degree from the University of Washington, a Ph. D. from Harvard and a Bachelor of Literature from Oxford in England.

It is my pleasure to introduce Dr. Aller, who will in a sense keynote the conference. He comes well prepared, because he returned Saturday from a visit to Scandinavian countries to look at their manpower development and training programs and I believe escorted members of the Select Subcommittee of the House Labor and Education Committee on that visit.

It is a great pleasure to welcome Dr. Curtis Aller.

(Applause.)

KEYNOTE ADDRESS

DR. CURTIS ALLER (Director, Office of Manpower Planning, Evaluation and Research, United States Department of Labor): Thank you, Chuck.

Mr. Meyer, ladies and gentlemen: I came home on Saturday because I found after traveling so far from Washington, D. C. that I really needed an extra day to catch up on my metabolic rate and other things.

Let me move directly to the text of my comments.

I will begin by suggesting that I like to believe that there is an unspoken, common assumption, which I don't find listed on the formal program, that brings so many of us together in a meeting of this kind.

Put most simply, I would say we are here because we have a commitment to completing some of the unfinished tasks of our continuing American Revolution. Each of us has his private formulation, and it would be hard to improve on Thomas Jefferson's phrasing. Most certainly, however, at the core will be found the belief that each individual should have every opportunity for his fullest development. It is this belief that provides the moral fervor of the civil rights revolution. It provides, too, the central philosophic thrust of the War on Poverty program.

And I would argue that it was the moving force in the Keynesian revolution in economics in the United States. It was technically important to demonstrate that in both the short and long run we would all be better off with full employment, but it remains true that we might have chosen to pursue this course even at the cost of some economic losses. In a world where work plays such a central role in the full development of the individual, we could not have long taken the position that some are deserving of work while others are not.

For over 20 years economists have argued that each of us could share in the American dream. The knowledge and the tools, we contended, were available. What was lacking was the political decision.

This came with the elections of 1960 and 1964, and we have as a consequence been using the fiscal and monetary tools of modern government imaginatively and aggressively.

The record is an impressive one. We are now in the 58th month of one of the longest periods of economic expansion in our history. Our current unemployment level of 4.1 per cent came far sooner I must admit than I thought possible. This is almost a full per cent lower than in December 1964 and a point and a half lower than in December 1963.

This is even more remarkable when we note that our civilian labor force is rapidly climbing over the 75 million mark, up more than a million and a half from a year ago.

It now becomes realistic to begin to talk of shifting our interim target goal of 4 per cent unemployment toward the full employment level of 3 per cent.

Moreover, it should be remembered that our achievements on the employment front have come without impairing our other economic goals such as stable prices, righting the balance of payments problem, and raising the rate of economic growth.

Now, impressive as this record has been, it becomes appropriate to ask whether all groups have benefited equally from the improved employment situation and the availability of more jobs which have come with economic expansion.

Let me just note very briefly more of the recent figures.

First, full-time unemployment was down to 3.5 per cent. That is, only 3.5 per cent of all those seeking full-time work were unemployed.

The rate for all men over 25 was 2.5 per cent, and for all married men it fell below 2 per cent, actually 1.8.

Although the rate for teen-agers and Negroes still remained unacceptably high, they too have shared in the improvement, the December rate of 13.1 for teen-agers being 2.6 per cent better than the 1964 rate. Also, the non-white rate of 7.3 is about 1.6 better than a year ago.

More significant is the fact that long-term unemployment has been cut from 1.4 million in December 1964 to 600,000; and those with 26 weeks of unemployment or more were cut from 390,000 to 270,000.

Now, although older workers are not singled out in our monthly figures, some data furnished by recent Bureau of Labor Statistics studies of long-term unemployment tend to indicate that they too are benefiting from the greater availability of jobs. Whereas in 1957 men 45 years of age and over constituted one-third of the long-term unemployed -- that is, 15 weeks or more -- in 1965 this group accounted for only one-quarter of a much smaller group. Like the rates for Negroes and teen-agers, this is still unacceptably high, and it gives us no room for complacency.

Let me just insert here that, as we move to a full employment economy, conceivably, our objectives should be well beyond the aggregate figure of a 3 per cent level of unemployment and in the direction of reducing the unemployment level of all groups in all areas of the country as close to the 3 per cent target as is achievable.

Now, in this connection, older workers can be looked at in two ways. One is as an untapped resource. Mr. Odell has already mentioned one example of a tendency to look at older workers this way. The other is as a problem group.

As a disadvantaged group, they have not had so serious nor so explosive a problem as has been the unemployment record for the Negro and the teen-ager in recent years. Moreover, because of their seniority in work experience, they are normally among the last to lose their jobs, although when they do so they are, by virtue of seniority and other protections, often handicapped in finding alternative jobs.

As a resource, they range higher on our list, for they have long years of experience, with the resultant work discipline and desire to work. Thus, the tightening of the labor market and the shortage of manpower in certain areas present live opportunities for older unemployed workers today, opportunities which can be made more real and brought closer through training.

This point deserves some special emphasis, and I would like to remind you of Mr. Odell's opening remarks. Economists have thought that one of the important roles of manpower training as a specialized activity of government ought to be its contribution to our ability to reduce unemployment totals below those we could achieve by fiscal means alone without triggering inflationary forces. With a flexible program that could provide trained manpower to relieve skill shortages or other manpower shortages, we could, it was thought, reduce pressures on the wage structure.

Now we are very rapidly entering this kind of terrain. Employers and others are beginning to comment upon the existence of skill shortages, and voices are already being raised to the effect that we ought now to pull back from our general expansion efforts, because if we do not we are likely to begin to generate a sizable inflationary response.

I would like to suggest that before we accept this counsel of despair too readily, we ought to test our ability to use manpower training as a selective device to reduce skill shortages.

In other words, for the technicians I might say that we don't know the precise location and shape of the Phillips curve for the American economy nor whether it can be shifted.

It is the intention of the Department of Labor to embark upon this kind of effort during the coming year. We would expect that the older unemployed worker will be one of our readily adaptable resources that will permit us to do this kind of a manpower training program with success.

So far I have talked in very general terms. Let me turn now to four specific areas of policy development and needs that may be of interest to you.

The first concerns our manpower programs. Here there are two developments worth noting.

We will shortly be issuing plans and instructions that will provide for the development of State manpower training programs, or plans, for the coming fiscal year. It is our intention as we do so to set out priorities for the States to follow, thereby avoiding the stop and start and also the opportunistic operation of much of our previous manpower training efforts.

In a sense what we will be trying to do is to pick out the disadvantaged sectors of the manpower population and to make it incumbent upon the States to utilize Manpower Training funds and other resources so as to work upon the hardest-core sections of our unemployed manpower resources.

This will mean that we will come closer than we have up to now in providing a fair share of our manpower training effort for the older portion of the population, as well as for other disadvantaged groups.

Now, somewhat earlier I gave you some statistics about our current unemployment total. I didn't go further for I think two acceptable reasons.

First of all, I can assume that our statistical record is on the whole familiar to most of you and, if not, that the figures are readily available.

More importantly, however, I didn't want to over-emphasize a statistical analysis of our manpower problems and potentials. There is a tendency to believe that if we have analyzed our problems in terms of hard statistics that we have gone a long way, perhaps all the way, toward a solution. However, I would suggest that the statistical array or analysis that can be provided is useful only insofar as it indicates the magnitude of the problems we face and suggests certain kinds of priority.

With this in mind, we have begun in Chicago and in certain other cities, following a speech by the Secretary of Labor last fall, to look beyond the statistics and at the individuals who make up the statistical array of the unemployed.

It is our intention to experiment -- and if it works successfully to spread this widely -- with an inventory of all of the unemployed that exist in particular areas, and then to follow with individualized analysis of the individual unemployed and to develop individualized programs that can include training and placement and supportive services generally, so that we can begin to move them in the direction of permanent and satisfactory employment.

Now, I emphasize this because those of you who have been following the progress reports of the NCOA projects may have noticed in the Baltimore project, as I did, that they have already discovered the need for this kind of what we call 180 degree shift in Manpower Training activities.

That is, instead of beginning with the unfilled jobs and establishing a project and a curriculum and then going out and trying to find the unemployed, to try to discover what kinds of training and other supportive services are necessary so that we can move them as far as they are able to go in the direction of viable employment and fit them into the constellation of job opportunities that may exist in labor markets around the country.

Now, second, let me talk very briefly about the recognition that is becoming more and more widespread of the role that the Employment Service can and should be playing as the main operating agency for a variety of our manpower programs.

Here I would like to call attention to a possible analogy between my earlier comments about the conviction of economists that we have the tools and knowledge that would permit us to work in the direction of full employment through aggregate fiscal and monetary policy, and the similar recognition that specialists have of the ability of the Employment Service to carry out a wide array of manpower programs that are geared to the present-day economy.

We have the knowledge. We have the skilled people, or we can create them. We can engage in the specialized activities which are needed to move the unemployed into employment opportunities. Nevertheless, we have not made the political decisions to provide the Employment Service with the functions or statement of functions, with the resources and tools, that it would need to carry out this kind of activity.

As a footnote, let me just remind you that the Employment Service is operating under one of the earliest New Deal pieces of legislation, the Wagner-Peyser Act, which was passed in 1933, and there has been very little effort on the part of Congress or others to try to revitalize at least the Congressional or Executive understanding of the role and functions of the Employment Service for an economy of the '60's, a manifestly different economy from that of the '30's.

With this in mind, Secretary of Labor Wirtz appointed a task force chaired by Professor Schultz of the University of Chicago, late in September, and gave them a free hand to look at all of the activities of the Employment Service, the present Congressional mandate, their administrative operations, and asked that they come back with a report on what should be done to modernize this particular service.

Now, this task force worked very hard. Frequently they were in for two or three days a week. They did an exhaustive job. And a fascinating result occurs.

Although the membership was drawn from a wide variety of backgrounds -- employers, labor, religious, civil rights movement, and so on -- they came out with a unanimous report.

As a consequence, I think we are now in a position to ask Congress to provide the Employment Service with a modern-day charter, provide it with the resources that would enable it to carry out the functions that might be provided in that charter, and permit it to begin to acquire the kind of skilled personnel which it will need to carry on a wide range of activities.

Now, earlier I noted that we know what can be done. And part of our discovery of what can be done can be traced to the experimental activities of the National Council on the Aging, operating under a grant from OMAT, as it was then called; to the ongoing activities of the Employment Service and to other foundation and governmentally supported activities.

It is therefore important, as we move into a period when we may be able to create a viable, far-ranging manpower agency within the Employment Service, that we begin to get the findings of the NCOA projects and of conferences such as this put in such form that they can be readily applied or adapted to a revitalized Employment Service.

Third, let me refer very briefly to the Odell task force which was working with the Office of Economic Opportunity, because I think what emerged out of the discussions of this task force was a recognition that we needed to create a reserve system of job opportunities that in a sense could be used as a substitute for what Marx used to call the "reserve army of the unemployed."

That is, for particular groups -- and the older worker provides a most urgent kind of an example -- we ought to have a vehicle that could provide income, some training, and an opportunity to acquire new skills that would enable people to move, subsequently, into expanding private-sector employment.

This becomes of strategic importance to consider at the moment, as we are on the verge, with the Medicare program, of a sizable expansion of the health industry.

Moreover, this is an industry which in all respects has been persistently short of manpower.

Therefore, there was contained in the report of this task force, among other things, a suggestion that we might begin to create a Senior Health Corps, or a similar operation, building in many respects upon the model of the Neighborhood Youth Corps, which could be utilized to provide a fluctuating volume of substitute job opportunities for the older employable workers who could not otherwise be absorbed within the private sector or be put through established Manpower Training programs.

As a start we suggested that this ought to be on the order of 50,000 or perhaps 100,000 jobs a year.

It could be designed so that it could be flexible, with the number of opportunities expanding as the unemployment total might increase and declining as private sector jobs expand.

Fourth, let me close by suggesting that we ought always to look ahead to where we may be 20 years from now.

We are presently building a society -- and I have suggested all the way through that we perhaps are close to success -- where older persons as well as others will have available permanent, full-time, satisfying job opportunities for the duration of their working lives.

We have also been building a system of income supports through Social Security and by private activities so that those who reach the end of their working lives will not have to suffer in income terms.

Now, we are a long way from completion of that program, but presumably within the next 10, 15 or 20 years we will achieve suitable levels.

As we do this, we provide, then, for the older person two sharp choices. I describe it as a radical shift from a work world to a non-work world.

I would like to suggest that we begin now to experiment in developing more choices for the older person so that we can thereby enlarge freedom, so there will be more roles that the older person can play other than the simple role of work or non-work.

Here let me offer one concrete possibility that organizations such as this might consider, and that is the adaptation of our manpower training efforts, on an experimental basis, to see if additional new roles could be developed for those who are no longer interested in working on a full-time basis and are not presently interested in moving totally into a non-work situation.

Mr. Odell referred briefly to one of the possibilities in this area, and that is the development of volunteer activities, of substitute work-like activities that would provide a meaningful existence for the older person as he moves into that "never-never land" between work and non-work.

I thank you.

(Applause.)

MR. ODELL: Thank you very much, Curt, for a very effective presentation of background facts and hopeful indications of prospects for future development.

Our next speaker has had 19 years of service in the design, development and management of personnel development programs for industry and more recently for government.

He is presently Project Supervisor for the Systems Design Division of Basic Systems Inc., an educational subsidiary of the Xerox Corporation.

As manager of training services for the Information and Training Services Division of McGraw-Hill, he planned and directed professional staff activities in proposal preparation, program and systems design and contract performance for major industrial and governmental clients.

At the International Correspondence Schools he organized and directed Employee Development Services, a Division which marketed, designed, developed and serviced training programs for many industrial clients.

As Director of Program Development for the Human Engineering Institute in Cleveland, Mr. Ulrich was responsible for the development of technical and supervisory training programs offered at five training centers at Republic Steel.

Mr. Ulrich acquired experience in educational research as Director of Educational Research at International Correspondence School in Scranton, Pennsylvania.

A recent study which he completed for the U. S. Office of Education resulted in an official publication entitled "Educationally Deficient Adults: Their Education and Training Needs."

He holds a B. A. in Education and has completed graduate work in Education at the University of Scranton.

He will speak to us this morning on "A Training Model for the Jobless Adult."

Mr. Ulrich.

MR. ULRICH (Project Supervisor for the Systems Design Division of Basic Systems Inc.): Thank you, Mr. Odell.

Every society has groups that are not satisfactorily reached by its educational institutions -- the mentally retarded, the gifted, the migrant worker, the immigrant, the adult illiterate, the school dropout, the displaced worker, the aging. These special groups have not been able to profit much from our society's main educational and training institutions. They have either been rejected by, or have themselves rejected our traditional educational system. The primary reason for this rejection often lies in the fact that it is these special groups which have most often experienced failure within our traditional system. It is unlikely, therefore, that they will ever experience success in counterparts of these same institutions.

We cannot depend, it seems, on our existing patterns of formal education and training to meet the needs of these special groups, because we know that conventional approaches to their training will not work. This is why we have established national training programs. And this is why the National Council on the Aging is today concerned with manpower training for one of these special groups -- the jobless aging.

Now if traditional education and training approaches will not work for these special groups such as the aging, then how do we approach the problem of helping them to prepare for satisfying personal, economic, and social roles in our modern society? Because the problems of the jobless aging are complex, the solution will have to be comprehensive. But do we have such a comprehensive solution? The answer is that we do have a solution and we are rapidly learning how to apply it. We call it the systems approach. We will consider the systems approach and its application to the problem complex of the aging unemployed. But first a bit of explanation.

For some few years, a not-so-quiet revolution has been taking place in one field of human knowledge that embraces a large area linking the physical and the social sciences. We call this area the behavioral sciences. New research in the behavioral sciences has thrown much light on our ideas of how people learn and how they use what they learn. As a result, our concepts of learning are undergoing significant changes -- and these changes are revealing to us new patterns and systems of learning that we were hardly aware of just a short five years ago.

The most important effect of these new learning systems is that they are changing, in very basic ways, the nature of our manpower training. We have come to realize that in a society in which change itself is changing, manpower training must prepare trainees for dynamic, fluid situations instead of static, unchanging ones. As manpower training administrators, we think of training and education as a process in which many variables interact. We no longer live in a world in which doing "A" produces "B" in linear sequence. Yet that is how we have always trained people. The training administrator who thinks of training as a process and not just as a series of continuous, sometimes unrelated, steps has a completely different way of sizing up problems. He will look at his manpower training problems as a set of many elements, each of which interacts with all the others. If he applies this kind of process thinking to his manpower training, he is using a systems approach. And he will quickly see that a total systems approach to training goes far beyond the time-space boundaries of conventinnal education and training. Instead, it reaches out to embrace the personal, the social, the economic, the emotional -- in fact, the total needs of his trainees. So the systems approach is revolutionizing the technology of manpower development.

It is fortunate that this revolution comes at a time when we need it most. We need right here and now an adequate system for attacking our training and education problems on national, regional and community levels. New Federal, State and local training problems are taxing to the utmost our ability to design the kinds of programs that will educate, train, retrain and update the millions of people not reached by our traditional institutions, but who are entitled to satisfactory roles in our society and our economy.

It is in the light of a systems approach that we are addressing ourselves to the problems of the unemployed, aging American man and woman. While unemployment is the focal point of their problem, there are many other factors underlying the job problem.

We shall concentrate on the problem complex of those millions of aging, jobless persons who are most severely affected by their inability to seek, to get, and to hold gainful employment. If we can help these persons through a systems approach to manpower development, we surely ought to be able to help those more fortunate aging who are less severely affected. So we concentrate on the most difficult group -- the jobless aging.

What essentially is the problem of these aging undereducated, unemployed Americans? First of all, they are unemployed for many reasons. Advancing technology has made their limited skills obsolete. Lack of marketable job skills or education does not permit them to compete successfully in the labor market with the better-educated. In an economy in which even low-skilled job opportunities are diminishing, they are cut off from the most promising skilled and semi-skilled jobs by the barriers of their own deficiencies. Prejudices against their age or race have further narrowed job opportunities for them. Employers understandably select only the better-educated workers to fill even those jobs with low skill requirements. Even training opportunities for this group of aging are limited, as some of our statistics have shown. Today, to be over 45 or to be undereducated is almost un-American in the opinion of our middle class society.

But only part of the problem lies in the economic and social factors that are beyond personal control. The total problem is much more far-reaching. It involves a complex of social, personal, educational, occupational, motivational, family and community factors. The weight of this problem complex has frequently destroyed any desire by special groups to develop themselves. They have become conditioned to failure, because they have so seldom experienced success. Because our existing institutions do not reach them, the solutions to their problems call for newer, bolder patterns and directions. The solutions will demand approaches that will meet their total needs in many ways: in adult education, in job skills training, in occupational counseling, in adult-oriented program materials, media, and techniques of instructinn, in techniques of recruitment, in job placement, in follow-on training and education, in unprecedented coordination of the resources of government, education, industry and labor at all levels. These are the components of a systems approach designed to prepare undereducated, untrained, jobless adults for a personally satisfying role in our economy and our society. Moreover, if we think of training as a process, we must thenrealize that all of these system elements must interact one with the other, in a very dynamic way.

All of this must appear somewhat academic at this point, especially when we think about the specific training problems waiting for us at home. How do we bring the systems approach down to earth? If we try to do it from the behavioral scientist's point of view, we will become too deeply involved in theories of pre-task analysis, task analysis and behavioral analysis, program design and evaluation. So at the risk of disappointing the behavioral analysts, we will take a pragmatic approach by highlighting a study of programs for educationally deficient adults that was made recently. From this study, there emerged a model which, I believe, may have some practical applications in designing systems approaches to the training and education of the jobless aging.

The study I refer to was a survey made in 1964 of a number of MDTA and public school demonstration programs designed to reach persons whom we referred to at that time as educationally deficient adults.

This study was a cooperative effort between McGraw-Hill and the Division of Technical and Vocational Education of the United States Office of Education. Both organizations provided research staff. Our objectives were: 1) to study a number of representative education and training programs for undereducated adults 2) to design, if possible, a total plan or a model system for meeting the needs of those adults, based on our findings. In general, we succeeded in achieving both objectives. We went into the study thinking that we would concentrate on the purely education and training aspects of the demonstration programs. But we came out of the study with a vastly enlarged perspective of the comprehensive nature and the interrelatedness of the problems of undereducated, unskilled adults. In some ways, the research team went through what many program administrators either have experienced or will experience in designing and developing programs for these adults. It would be well worth while to review some of the team's findings and recommendations to see what light they may cast on the design of special adult programs.

We started out by defining what an educationally deficient person is. We identified him as an adult who has the potential mentality and the physical capabilities to become employable but is currently unemployed, underemployed or working at considerably less than his potential because his present mastery of fundamental literacy and social skills does not enable him to benefit from job training for occupations available in his locale. In other words, the programs we studied were intended for those persons for whom training opportunities were closed because they did not have the necessary literacy skills to enable them to profit from the usual job training. Without training, they could not qualify for existing jobs.

There weren't many programs at that time for these adults, but we studied the ones we found -- mostly demonstration programs. While each of the programs had distinctive elements which were not found in the others, none of them was really a complete system. It was only later, when the field work had been completed, that we were able to construct a model system including the best elements of all the programs we studied. Now let's turn to some of the most significant findings which came out of our study.

Education of the Trainees. We found quite a discrepancy between the years of school completed by the trainees and their actual educational achievement. For example, in one program in Washington, D. C., the average grade level completed by the trainees was 4.6 years but the average reading level was only grade 1.4. Again, in a retraining program for poor Negroes in Norfolk, "it was not uncommon to find large numbers of persons who perform at levels of achievement which are two and sometimes three grade levels beneath the grade completed in school."

It seems clear, therefore, that a sharp disparity exists between completed years of school and actual literacy level. This should not seem too surprising for adults who have been long out of school and have made little use in the intervening years of the limited literacy skills they had acquired in school. But it indicated to us that the basic education components of our model system and even the occupational training components should be organized on several -- perhaps three -- ability levels, with program materials and instructional methods adapted to each ability grouping.

Employability of the Trainees. Most program administrators rated the employability of the trainees as "low to average." At first we took that to mean that the trainees were mentally or physically incapable of getting and holding jobs. But we soon learned that what administrators meant by low employability did not refer to the trainees' native ability but rather to the lack or scarcity of local job opportunities.

Motivation and Attitudes of the Trainees. There was practically unanimous agreement among program directors that the initial motivation of undereducated adults was pitifully low. If there was any single dominant characteristic which all trainees seemed to have in common, it was this one of low initial motivation. It was in this characteristic that previous experiences with failure and the complex of social, educational, economic and emotional problems culminated to inhibit the ability of these adults to take the necessary steps to help themselves. Some administrators considered the motivation problem to be an even greater barrier to training and job placement than the lack of education and job skills.

This characteristically low level of motivation among disadvantaged adults manifested itself in a number of ways. In recruiting trainees among migrant workers in Arizona for one program, it was necessary to contact 900 families in order to enroll 75 adult trainees. In Norfolk, the Virginia State College mounted a massive preliminary campaign to retrain undereducated Negroes and found that they almost automatically rejected the chance for training. In Washington, D. C., a program director reported that "trainees in the MDTA Service and Maintenance Program came from a long background of failure involving crowded housing, lack of employment, and no money. In the early stages of the program, the biggest problem is developing confidence in the trainees that they do belong and that this program is for them."

It became clear to us that the problem of initial trainee motivation was not only one of the greatest problems to be overcome, but one that was possibly the least understood. We therefore included in our model system a strong recruitment, referral and pre-program counseling component.

Getting trainees into basic education and skills training programs was a problem, as we found. But holding them in the programs long enough to qualify them for employment was almost as tough a problem. All of the programs we surveyed offered excellent basic education and job training, but simply providing education and training for six hours a day did not nearly meet the total needs of the trainees. There were other purely human factors that had to be dealt with before the training could even begin or hope to continue. Program directors took some ingenious but necessary steps to eliminate as many roadblocks to training as they could. In Arizona, a house was set aside to care for the small children of the trainees. A clothing exchange was established for those who wished to exchange their worn clothing for better garments. Arrangements were made for correction of such impediments to learning as sight and hearing defects. They even provided toothbrushes, toothpaste, razors, and shower facilities, as well as outdoor recreation facilities. Great care was exercised by administrators to see that subsistence checks got to the trainees on time. In a Washington program, the training was deliberately scheduled in the high school, not the elementary school, because attending high school was a status symbol to the trainees.

It was found that the holding power of a program was better when the trainees were able to see themselves progressing toward a specific job and gainful employment. Consequently, the better programs used the job as the hub around which other elements of the program revolved. Few undereducated trainees, we found, could endure traditional, departmentalized approaches to reading and arithmetic. But when these literacy skills were taught in concert with the specific jobs for which they were training, the trainees could readily see the practical value of basic education as a job tool. In our model system, therefore, we recommended that the basic literacy skills include adult reading, writing, arithmetic, basic science, health and sanitation, and even job-related social skills -- all related as closely as possible to actual work environments. Always the path to a job and its attendant social status, economic benefits and personal satisfactions had to be kept clearly visible and achievable to the trainees in very concrete ways. The best way of doing that was to relate all program components to an available occupation.

Other Program Features. There were other major program components which appeared now and again in the programs surveyed and which found their way into the model system. Perhaps the most important of these was trainee counseling and guidance extending from beginning to end of the program, even including post-program counseling. The model incorporated a complete counseling subsystem, which you will see later.

Another feature was a pre-vocational program component in which a trainee, after recruitment, would pass through an initial get-ready period for a number of weeks. During this period, his aptitudes, interests and skills would be evaluated and he would also be given some familiarity with a number of skills related to a single job family. At the same time, deficiencies in his basic education would be worked on. Thus, the pre-occupational stage could prepare him to select and enter job training in a specific occupation with greater assurance that his interests and abilities would enable him to experience success.

Building the entire education and training program around the jobs for which the trainees were preparing was found to be an essential feature of successful programs for undereducated adults. These trainees needed jobs badly. Therefore, the demonstration programs couldn't afford to waste time on the unessentials. This is where some of the techniques of our new instructional technology can be used to best advantage, such as job and task analysis, establishing behavioral objectives, using small group, tutorial and team teaching methods and flexible shceduling -- all designed to train in the most efficient and most effective manner, and at the same time maintain trainee interest.

A SYSTEMS MODEL

We have so far done no more than touch upon some important characteristics of the trainees and to point out at random some of the key features of the kind of program which seems best adapted to their special needs. We can now attempt to integrate the various components of our model system. We can do this functionally by showing how an adult trainee might conceivably progress through the system rather than describe the system in abstract. We will organize our system in these three phases as shown in Fig. 1, page 22.

I	Diagnostic Survey Phase
II	Job Training Phase
III	Placement and Follow-up Phase

Phase I is an orientation phase which takes the trainee from the point of his recruitment and referral to training, through an evaluation of his interests, aptitudes, and skills, to his pre-vocational training in at least one broad job family. Throughout this phase, individualized counseling and a growing familiarity with the skills needed for successful job entry, along with needed literacy training, bring the trainee to the crucial point at which the next step in his development can be decided. This phase might be called a "get-ready" period for the trainee and includes the following elements:

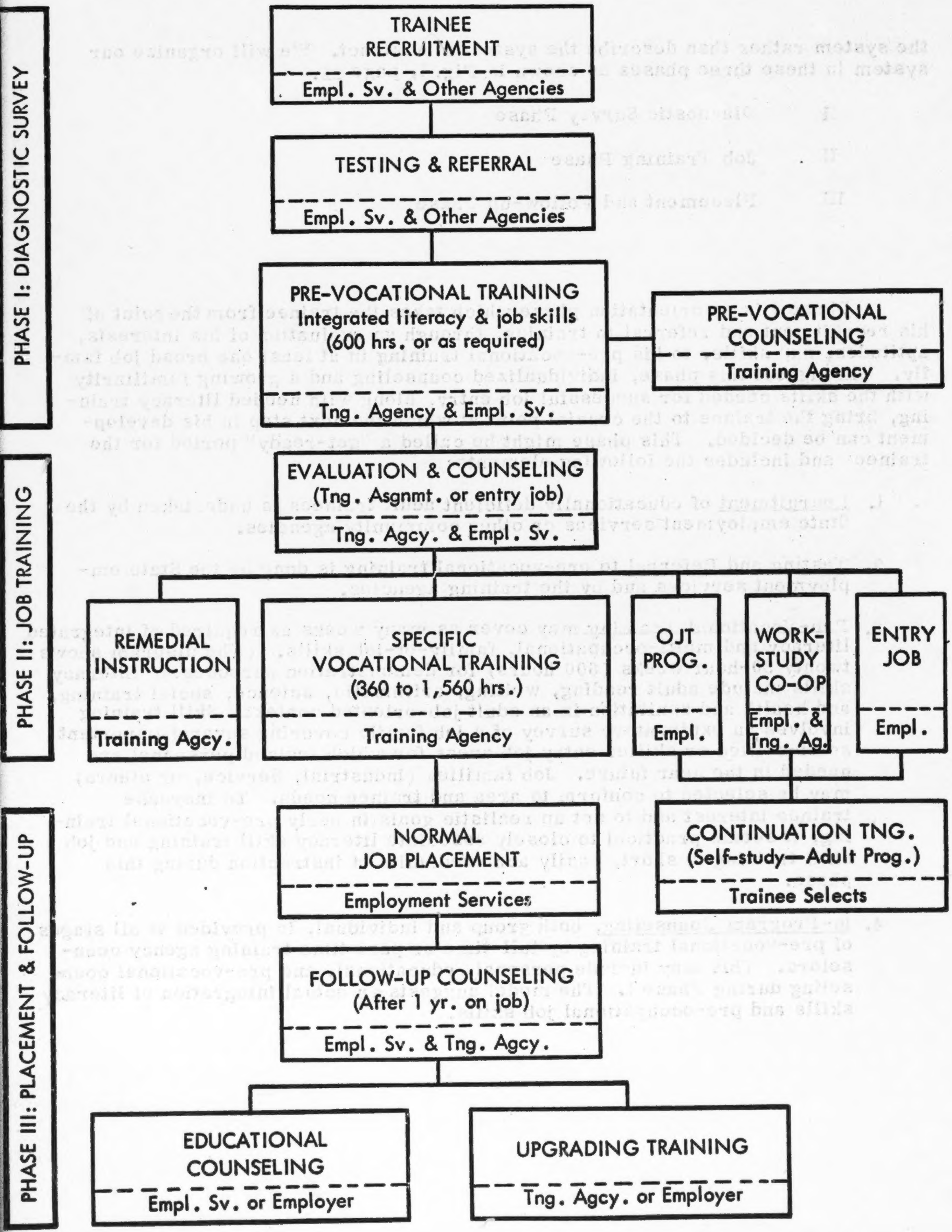
1. Recruitment of educationally deficient adult trainees is undertaken by the State employment services or other community agencies.

2. Testing and Referral to pre-vocational training is done by the State employment services and by the training agencies.

3. Pre-Vocational Training may cover as many weeks as required of integrated literacy and multi-occupational, family-of-job skills. (The diagram shows twenty 30-hour weeks (600 hours) for demonstration purposes.) Literacy skills include adult reading, writing, arithmetic, science, social training, and health and sanitation in an adult job-oriented context. Skill training involves an exploratory survey of a job family covering several important semi-skilled or skilled entry job areas for which trained personnel are needed in the near future. Job families (Industrial, Service, or others) may be selected to conform to area and trainee needs. To increase trainee interest and to set up realistic goals in early pre-vocational training, it seems practical to closely associate literacy skill training and job skill training in short, easily achieved units of instruction during this phase.

4. In-Program Counseling, both group and individual, is provided at all stages of pre-vocational training by full-time or part-time training agency counselors. This may include personal, educational, and pre-vocational counseling during Phase 1. The model suggests an actual integration of literacy skills and pre-occupational job skills.

ig. 1: BASIC DESIGN OF TRAINING SYSTEM FOR EDUCATIONALLY DEFICIENT ADULTS


PHASE I: DIAGNOSTIC SURVEY
PHASE II: JOB TRAINING
PHASE III: PLACEMENT & FOLLOW-UP
TRAINEE RECRUITMENT
Empl. Sv. & Other Agencies
TESTING & REFERRAL
Empl. Sv. & Other Agencies
PRE-VOCATIONAL TRAINING
Integrated literacy & job skills
(600 hrs. or as required)
Tng. Agency & Empl. Sv.
PRE-VOCATIONAL COUNSELING
Training Agency
EVALUATION & COUNSELING
(Tng. Asgnmt. or entry job)
Tng. Agcy. & Empl. Sv.
REMEDIAL INSTRUCTION
Training Agcy.
SPECIFIC VOCATIONAL TRAINING
(360 to 1,560 hrs.)
Training Agency
OJT PROG.
Empl.
WORK-STUDY CO-OP
Empl. & Tng. Ag.
ENTRY JOB
Empl.
NORMAL JOB PLACEMENT
Employment Services
CONTINUATION TNG.
(Self-study—Adult Prog.)
Trainee Selects
FOLLOW-UP COUNSELING
(After 1 yr. on job)
Empl. Sv. & Tng. Agcy.
EDUCATIONAL COUNSELING
Empl. Sv. or Employer
UPGRADING TRAINING
Tng. Agcy. or Employer

PHASE II. JOB TRAINING

This phase gets the trainee into specific job training for an occupation in which openings are available and in which he had demonstrated interest and aptitudes during the diagnostic Phase I.

1. **Trainee Evaluation and Counseling for Assignment. Upon completion of pre-vocational training, the trainee is evaluated, counseled, and assigned, according to demonstrated ability, to remedial training, to specific vocational training, or to a part-time or full-time job.**

2. **Remedial Training. If the trainee, upon completion of the evaluation following pre-vocational training, needs remedial work in literacy skills or additional job orientation, or both, he is assigned to individual tutelage or other highly individualized instruction until he can meet the standards for entry into specific vocational training.**

3. **Specific Vocational Training. This type of training provides direct preparation for a specific job. By this time, the trainee has demonstrated his ability in the basic literacy skills, and his occupational aptitudes have been diagnosed. He is now ready to begin immediate preparation for a specific job. This period of job training may comprise 360 to 1,560 hours of training depending on the training period required for the specific occupation selected.**

4. **Early Job Assignment. If the trainee demonstrates unusual progress, he may, instead of completing the specific vocational training, receive early placement in a job-with-training situation -- an On-the-job program, a work-study, or a cooperative type of program in which he works on a job for a period and continues his training under either his employer or the training agency. On the other hand, the trainee may be found capable of taking a full-time job opening, in which case he moves directly into a job without the intermediate step of vocational training. In any event, his training is continued either through his employer, through self-study, or through adult programs locally available. Thus, many exit points to actual employment are provided throughout the system so that no trainee need be held back by the system itself.**

PHASE III. PLACEMENT AND FOLLOW-UP

Normally, the trainee will complete the full cycle of pre-vocational and specific vocational training before entering an available occupation. Phase III. provides for job placement and continuous follow-up of the trainee even after such job placement. The assumption here is that the trainee will require additional guidance and counseling in making the transition from the training situation to the work situation.

1. Job Placement. The trainee is placed in an available semi-skilled or skilled entry job -- one in which he has successfully demonstrated aptitude and interest during the training period. This placement is handled by the Employment Service.

2. Continuation Training. The trainee's education does not end with the termination of his specific vocational training. At the time he is placed on a job, he is counseled concerning continuation training, perhaps directed to adult programs which prepare him for an elementary or high school equivalency certificate -- or to further job training.

3. Trainee Follow-up. This is made by the Employment Services for at least 1 year after the trainee's placement, to determine his effectiveness on the job. At regular periods, the Employment Service or the employer interviews the individual and offers any needed educational or job counseling. At those times also, the employer considers the possibility of further training to upgrade the individual's job skills to enable him to qualify for promotion.

Any proposed system for solving the problem complex of educationally deficient adults cannot be designed simply within one narrowly preconceived framework. For example, the varying needs of the foreign-born and the native born would seem to call for different solutions in handling problems of recruitment, motivation, counseling, instructinn, and perhaps job placement. Even these two major groups may be composed of sub-groups which differ from each other enough to require different approaches to solving specific group problems.

The design of the basic system should provide flexibility in meeting the varying needs of different trainee groups. This perhaps can be accomplished by developing instructional modules (1) which, while they provide for group differentiation, are still compatible with the basic system, and provide for ready adaptation to varying needs. Thus, a word recognition "module" for the foreign-born may differ considerably from that for the native-born. Likewise, "building blocks" (2) of integrated literacy and job training may be needed in the pre-vocational stage to provide for flexible adaptation of instructional units to varying groups.

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(1) The word "module" is borrowed from the field of electronics. It is an assembly of wired electronic components performing a specific control function. Modules are prefabricated and can be quickly inserted or removed to alter a machine's operation, thus making unnecessary the time-consuming rewiring of whole circuits when machine failure occurs. An instructional "module," by analogy, is conceived as a complete instructional package containing all necessary trainee, instructor, and audiovisual materials for a short unit of instruction. If designed according to a basic pattern, these instructional modules can be used interchangeably in many programs to adapt them for special purposes or for specific trainee needs, without necessitating development of a complete new program whenever special needs must be met.

The basic training system design proposed here is comparable to a mechanical or electrical system consisting of several complex components or subsystems which perform different functinns but are all integrated and interact according to a single master plan.

Thus, the design of a total proposed training system for educationally deficient adults might embrace at least four subsystems: (1) an integrated basic education and job training subsystem, (2) a counseling subsystem, (3) a staff training subsystem, and (4) a supporting services subsystem. This system should be designed so that all subsystems directly support the basic system without unnecessary duplication or overlap. As proposed here, the system needs to be designed with the special and peculiarly adult needs of jobless, educationally deficient persons in mind.

You will note that there is no single element within the entire system which is really new. Many of these elements can be found in some form or other in any number of adult programs. So the proposed system does not, in its components, represent a sharp break with current practices. In a sense, the systems model is eclectic as any system should be if it is to meet the specific needs of special groups and varying conditions. It is comprehensive, yet it preserves continuity with effective tradition.

There is one more aspect of the systems approach to be considered. We have seen, in the systems design, the cycles by which trainees move through the system and its supporting subsystems. But what about the actual development of the system? We can identify the major areas to be considered in developing the components of the system. Fig. 2 on page 26 shows a blueprint for developing the model system we have proposed. Since this diagram is a development plan, it does not purport to show the interaction of the various subsystems. The essential relatedness of all systems elements is more clearly shown in the flow diagram in Fig. 1, page 22, which shows how the various components affect the trainee.

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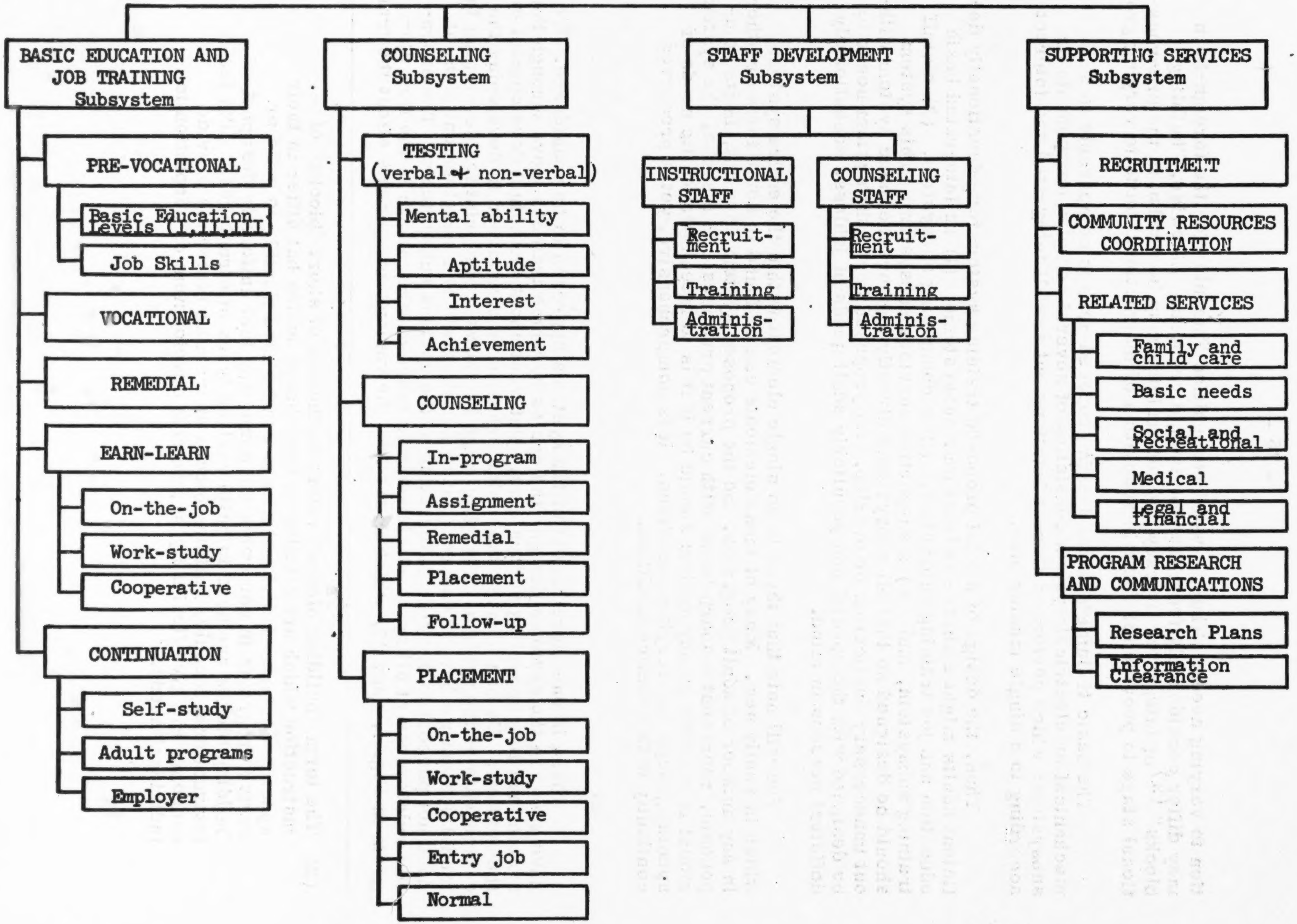
(2) The term "building blocks" refers to the use of short "blocks" of instruction which are similar in their basic design but differ in their specific content. Individual blocks can be used flexibly to build or revise programs in somewhat the same way that uniformly designed building blocks are used to build various types of structures. Like the instructional module, building blocks of training materials provide economy and give flexibility to program development or adaptation to individual needs.

Fig. 2: DEVELOPMENT PLAN OF TRAINING SYSTEM FOR EDUCATIONALLY DEFICIENT ADULTS


BASIC EDUCATION AND JOB TRAINING Subsystem
PRE-VOCATIONAL
Basic Education Levels (I,II,III)
Job Skills
VOCATIONAL
REMEDIAL
EARN-LEARN
On-the-job
Work-study
Cooperative
CONTINUATION
Self-study
Adult programs
Employer
COUNSELING Subsystem
TESTING (verbal + non-verbal)
Mental ability
Aptitude
Interest
Achievement
COUNSELING
In-program
Assignment
Remedial
Placement
Follow-up
PLACEMENT
On-the-job
Work-study
Cooperative
Entry job
Normal
STAFF DEVELOPMENT Subsystem
INSTRUCTIONAL STAFF
Recruit-ment
Training
Adminis-tration
COUNSELING STAFF
Recruit-ment
Training
Adminis-tration
SUPPORTING SERVICES Subsystem
RECRUITMENT
COMMUNITY RESOURCES COORDINATION
RELATED SERVICES
Family and child care
Basic needs
Social and recreational
Medical
Legal and financial
PROGRAM RESEARCH AND COMMUNICATIONS
Research Plans
Information Clearance

For purposes of development, it is necessary to break the system down into components which are then developed according to a master plan by the program administrators. There are four subsystems: Education and Training; Counseling; Staff Development; Supporting Services.

SUBSYSTEM I: BASIC EDUCATION AND JOB TRAINING

Elements to be considered in the development of the basic education and occupational training components of the system are:

1. **Pre-Vocational Training, which includes both basic education and an introduction of the trainee to at least one job cluster. Preferably both basic education and job cluster orientation should be closely integrated through curriculum guides for greater trainee interest. This training may have to be offered on two or three ability levels. It must be organized in an adult context.**

2. **Vocational Training provides the training for specific, available occupations. Special attention needs to be given to methods which will accelerate the learning processes by reducing the training, through analysis of tasks, to essentials and by developing clearcut behavioral objectives to give the training positive direction toward achievable goals.**

3. **Remedial Training, in both literacy skills and job skills will need to be handled very flexibly and on an individual or small group basis. Some remedial training will probably be needed by almost all trainees throughout their period of training.**

4. **Earn-Learn Components are also developed as parts of the system. There are combined job-and-study programs which provide early opportunities for the trainees to get job experience, earn additional income, and still continue his training. Business, government, and industry employers will play a vital role in earn-learn programs.**

5. **Continuation Training elements should be developed to guide trainees after initial education and training to self-study programs, adult programs, equivalency programs, employer-sponsored programs and to mass training and educational media such as educational television. Thus learning and development can continue beyond the initial training period.**

SUBSYSTEM II: COUNSELING

The Counseling Subsystem is regarded as consisting of three elements: testing, counseling, and placement.

1. **Testing programs will provide indices to the trainees' mental ability, educational achievement, aptitudes and interests. There is a serious dearth of test instruments for educationally deficient adults and a considerable amount of informal evaluation of individuals will be necessary until useable**

instruments are developed. In addition, supporting counseling materials such as trainee cumulative records, counseling summaries and report forms as well as guidance files will be needed for effective recording of counseling actions.

1. **Counseling of the trainees, as conceived within the systems model is a multi-phased, highly personalized process which for the most part, cannot be standardized. Counseling actions figure prominently in all phases of the functional system and involve personal, occupational, job placement and post-placement counseling.**

2. **Placement of trainees in a suitable occupation is the ultimate goal of the system. Inclusion of those methods and techniques found most successful in post-training placement of undereducated adults is vital to the success of the system.**

SUBSYSTEM III: STAFF DEVELOPMENT

No large-scale training system would be complete without adequate provision for the training of instructional, counseling and administrative staff. Ideally, both pre-service and in-service staff training should be planned, organized and carried out systematically.

SUBSYSTEM IV: SUPPORTING SERVICES

The supporting services subsystem provides essential support and liaison for the other three subsystems. So important are these supporting services that without them, the overall training system could not function. The other three subsystems are concerned primarily with education and training. This one touches the critically human elements and needs which should be planned into the system. Involved are four main elements: recruitment, community resources coordination, personal and social services and program research. These will vary considerably from program to program depending on trainee needs.

1. **Recruitment has already been identified as a stubborn problem among undereducated adults. Intense effort will be required here.**

2. **Community Resources Coordination calls for cooperative effort of government, industry, labor, education, religious bodies and public organizations. Organizing the available resources of these various groups on a community basis, and getting their involvement, action, and support is the key to a successful, systematic approach to the recruitment, training, and job placement of educationally deficient adults.**

3. **Program Research and Communications. This systems activity will involve creation of plans for research and continuing improvement and refinement of all elements included in the four subsystems. It should likewise include provisions for receiving and transmitting information about basic adult education and job training materials and media, adult counseling, staff procurement and development, and other supporting services essential to the success of programs.**

4. Related Services. We've discussed some of the related services included in the special adult programs we studied. It is important to bear in mind that if our programs are to meet the total needs of the trainees, we must consider program components that frequently go beyond the education and training components. These are physical and emotional handicaps, social, medical, legal and financial roadblocks that stand in the way of the trainees' success. If we recognize these obstacles and make provisions for them in our programs, both we and our trainees will be more successful in solving the problem complex of educationally deficient adults.

We have seen that the problems of the jobless aging are complex. Total approaches to their training and education therefore must embrace the related economic, social and personal problems of the trainees. Traditional training approaches have been found wanting in satisfactory solutions to the problem complex of special adult groups. Interdisciplinary approaches involving our knowledge of the behavioral sciences, of our new instructional technologies, and of systems design seem to offer more promising approaches for special-group programs under Federal, State and community sponsorship. Such approaches are now within the state of the art of our instructional technology. While still imperfect and somewhat crude, systems approaches to the development of adults are the direct application of behavioral research to the solutions of our adult education and training problems.

If the ideas offered here appear to evade the more esoteric aspects of training system design, it is because these matters are perhaps more appropriate to in-depth treatment through seminars and small-group workshops conducted by specialists. The intent here has been deliberately pragmatic, because the problems of special groups are immediate and urgent.

To be useful, a training systems design for aging adults, or for any other special group, must be understandable and workably practical. For this reason, the systems model proposed here has been designed through the use of previously well-known and well-tried components. Only the process of interaction among these components blends them into a system which may draw the training program closer to meeting the real needs of a special group.

Training systems, after all, are for the benefit of the trainees. Our new instructional technology takes the point of view that if a trainee is not successful in a training system, it is the fault of the system, not of the trainee. We training administrators would do well to keep that in mind.

Thank you.

(Applause.)

MR. ODELL: Thank you.

I think you all deserve for your undivided attention and obvious alertness this morning an opportunity now to break and sharpen up your befogged brains for a minute. But before we break I would just like to relate the first two speakers' remarks on one basic point.

You recall Curt Aller suggested that the real challenge of what we are talking about is: Are we now ready to make the political decisions necessary to provide the wherewithal and the commitment, in terms of both legislation and appropriation to do the job.

I would suggest that there is a further point as we look at Mr. Ulrich's systems analysis, and that is: Having done that, are we also in a position to convince the practitioners of the art that it's worth the effort?

I think this is an area in which this conference needs to concentrate a good bit of its attention. I think it is clear that we have the know-how but lack the wherewithal to do a better job. I think it is clear we are on the verge of getting the wherewithal to do it. The question is now: Are we going to leap to the conclusion that there are shortcuts to doing the job as Mr. Ulrich has laid it out and as we found in some of our community projects for retraining the older worker -- the tendency on the part of the practitioners to run quickly to the end-product of placement without having done the necessary preliminary work involved in the systems to prepare the people for the jobs that they might be qualified to do if they were properly counseled, tested, recruited, pre-vocationally trained, placed and followed up?

I think this is where so much of what we are trying to do really needs to be reexamined.

Are we prepared on an administrative level, even if we have the wherewithal to do it, to fulfill the commitment that is involved in doing the exhausting, the challenging and sometimes the very meticulous and painstaking job involved in bringing about a fundamental change in the capacities, the motivations, the abilities of the people that we are trying to reach in this kind of a program?

That's something to chew on or sip on at the coffee break. But I think it is a fundamental consideration in this conference.

Now we will break for ten minutes. If you can be back here at quarter after eleven or thereabouts, we will be very pleased.

Thank you.

(Whereupon, a recess was taken.)

MR. ODELL: Our next speaker comes to us with a wealth of background and experience in a situation of labor shortages which have more or less characterized the economies of a number of the Western European countries for some time. I would suspect that at least a portion of his commitment to the problems of training and utilization of older people is related to that fact.

He was graduated in Classics and Psychology at Cambridge University, England, in 1948, was awarded a doctorate of Philosophy for a thesis called "A Study in the Employment of Older Workers," in 1952.

He was a research fellow in the Department of Economics and Production at the College of Aeronautics in Cranfield, from 1952 to 1956. He has served since that time as an independent management consultant, and he is currently acting as a consultant to the Research Unit in Problems of Industrial Retraining at University College, London, and in the Organization for Economic Cooperation and Development in Paris. He is responsible for consultation in the development of older worker training demonstration projects under that general auspices in Austria, Sweden, France, Germany, the United Kingdom, Canada and the United States.

I think the United States reference is to a program on which he will consult in New Haven during his current stay in this country.

It seems to me that Dr. Belbin's remarks tie in very well with the triology of papers that have been presented this morning. We first had a very broad overview by Curt Aller and then a very practical interpretation of what this means from the point of view of a fresh start in retraining, or training on a practical basis but a theoretical projection, since I am sure that much of what Mr. Ulrich was saying he anticipates and hopes will happen rather than feeling it has already happened in this country.

And now we are about to hear both a philosophical and a practical interpretation of what is going on in Western Europe in this connection.

So I hope that by the conclusion of this session, we will have a pretty good idea of where we have been, where we go, and where we might be going.

Dr. Belbin, we are delighted that you came all the way from England to be with us today.

(Applause.)

DR. R. MEREDITH BELBIN (Consultant to the Organization for Economic Cooperation and Development, Paris, France): Mr. Chairman, ladies and gentlemen: It is indeed a pleasure for me to be here. I only arrived in the United States, on my first visit to North America, a few hours ago, and in a sense I feel like Christopher Columbus.

There is only one difference between myself and Christopher Columbus. I know America has been discovered before, but when Columbus landed, he didn't know it had been discovered before. (Laughter)

I would like to give you an account of the work of the Organization for Economic Cooperation and Development in Paris insofar as it concerns the training of older workers, and then to give you some appreciation of the scientific work that has been carried out, especially in England.

This subject of the training of older workers forms a part of a broader pattern of policy, developed by OECD, which is known as an Active Manpower Policy.

The idea behind this policy is that economic growth and social well-being and prosperity depend in a very large measure on the optimum utilization of human manpower. Translated into practical terms, this means training people in vocational skills.

This policy was developed as a result of studies by international experts in Paris and was put forward as a recommendation to the Council of OECD and accepted by all the members of that Council, including the United States. That policy has now been operative on an international scale for some years.

I think it is significant when we consider Mr. Aller's address this morning -- and I think we were all very inspired by what we heard of the amount of progress that has been made and is currently being made in the United States -- to appreciate that this upsurge of interest in the training of older workers, and the practical steps being taken to apply an Active Manpower Policy insofar as it employs older workers is something that is taking place on an international scale at about the same time in OECD countries. This development owes a good deal to the policy of OECD.

The way in which an Active Manpower Policy is being applied varies from one country to another. In Great Britain, it is being applied currently through the Industrial Training Act. This is a far-reaching measure which provides for a Central Training Council to set up and to supervise the operation of Industrial Training Boards. The Industrial Training Boards are composed of outstanding industrialists, trade unionists and educational members who have been picked by the Ministry of Labour for their special qualities.

The Boards are empowered to raise a levy from all firms in a given industry, having regard to the number of employees in that firm. The money that is raised can then be used for the furtherance of training, having regard to the future needs of the industry as a whole; or it can be given back to the firms from which it was received in the first place, as a grant.

In this way account is taken of the varying contributions of firms to the progress of vocational training in their particular realms.

In France we find that an Active Manpower Policy is being implemented through a concept that has been popularized as "Accelerated Vocational Training" and is being operated through the Formation Professionelle des Adultes. This program is concerned with retraining of adults for new jobs, in 100 centers distributed throughout France.

So this program is already being applied on a very large scale, and the French have done an enormous amount of work in developing training programs for a very wide range of skills which are in short supply.

France was one of the originators of Active Manpower Policy, and it is considered that this has made a major contribution to her industrial growth, by identifying skill bottlenecks and providing training facilities to overcome them.

But perhaps the country that we may associate most with the development of an Active Manpower Policy is Sweden. There are two features about the Swedish system which I would like to commend to you.

The first feature concerns really a rather simple point, but one which has a very big bearing on everything, and that is the pay that trainees receive. I think sometimes when we talk about getting older people into training programs and we consider the difficulties that are involved in so doing, we are inclined to lose account of how attractive it is for the trainees to come into these programs. If it is sufficiently attractive, then it is much easier to get these people to participate.

Sweden is distinctive in that the financial remuneration of those who enter into the programs, relative to other countries, is highly attractive.

The investment in this form of training is very substantial indeed. The training centers in Sweden are exceedingly well equipped. One consequence of this is that the age composition of trainees in Sweden is rather higher than in the other countries of Western Europe. They succeed in recruiting more older people, and they appear to have fewer difficulties both in attracting them and holding them.

Another feature of the Swedish scene is that their programs are very highly integrated. One of the great problems about training for vocational skills is that training programs can be established but then difficulties arise in making placements.

If you examine placement figures in the skills for which people have been trained, you sometimes find the figures are rather disappointing.

The contention in Sweden is that industrial training cannot operate in a vacuum. So this highly integrated system works on the basis of a forecast of the occupational skills which the economy needs within the next one or two years. This information, being continuously supplied by an independent body, is the basis for establishment of the training program.

Where there are regional pockets of unemployment, there is a highly integrated system for encouraging industry to move towards these areas, through giving them the necessary inducements.

But while the system is highly integrated it is also adequately decentralized, with municipal and regional government playing an important part.

So here we have a comprehensive approach to the employment problems of adult workers, and it is this comprehensive approach which seems crucial in making it a practical success.

I am happily reminded here, looking through your list of delegates and speakers, of Marguerite Coleman. I haven't yet met her, but I remember reading her work ten years ago. She, in fact, put her finger on the importance of this point for the training of older workers when she said, "The entire project needs to be geared from beginning to end to make it successful."

So we may conclude that this overall total view, this systems approach upon which Mr. Ulrich lays stress, is exceedingly important for us to take account of in pursuing these programs.

Now, in spite of the progress that has been made in the operation of Active Manpower Policies in Western Europe, we have to admit that the proportions of persons who have been recruited and trained in middle and upper age groups are still relatively low, with the exception of Sweden. This was low at one time owing to the reluctance of the employment agencies to recruit older people, because they considered them more difficult to train and to place. That policy has now been abandoned due to the recommendations of OECD. Yet, in spite of that, the proportions of older people being trained are still low, although the age discrimination has been removed.

In France, for example, although the French program is very substantial indeed, the last figures that I saw showed that of those in their training centers only 3.9 per cent were persons aged 35 and over.

In order to promote the growth of training of older workers, OECD have sponsored projects with a view to showing that training of older workers can be made into an entirely feasible, practical proposition if tackled the right way.

My role in this respect has been, first of all, to collate the scientific and individual evidence which has a bearing on the success or failure of training programs. To this end a book was published by OECD in 1965, under the title Employment of Older Workers -- Training Methods. *

This has been followed up by a number of international seminars in Europe which have produced two further books summarizing European experience in applying training methods to older workers. These are: Job Redesign and Occupational Training for Older Workers, Final Report and Supplement to Final Report (OECD, 1965). *

Both books contain some very interesting information. This is particularly the case with French experience. **

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* OECD Publications, 2 Rue Andre, Paris XVl

**See Appendix, P.

Having collated this information, OECD has now embarked on the next stage of the program, which is trying to apply this information in demonstration projects. These demonstration projects have just begun. I just, in fact, returned from the first project, in Austria, which is beginning as this conference begins.

We have had a very great deal of interest in these projects. We had budgetary provision for five countries to participate. Of the five countries, seven have accepted. (Laughter) This is indeed leading to a certain amount of embarrassment.

But, nonetheless, we believe that within a year or two years we shall have a fair body of interesting information on the outcome of these experiences.

These demonstration projects, incidentally, have not been designed merely as sort of propaganda exercises showing that older workers can be retrained. They are being conducted as scientific experiments in which various methods are being compared, so that the outcome can advance our knowledge on how older workers should be trained.

Well, having said something about the role of OECD, I would now like to present to you something of the work we have been carrying out in England in our studies of training methods, to give you some sort of appreciation of the direction in which we are moving.

It is not my intention to duplicate a lot of what has already been published. If you get hold of my booklet, you will find that this in fact deals with the subject very much more comprehensively than I have time for today.

But I thought it would be useful to describe one or two basic processes in learning and training and show the few principles which have emerged.

You may be familiar with the book "Unwanted Workers," by the late Professor R. C. Wilcock. He was an American consultant working for OECD in Paris who died suddenly and very tragically and who is very much missed by his colleagues in Europe.

One of the things that comes out rather strikingly from his data is the great difficulty of getting older people into the larger and more advanced firms.

If you examine closely the jobs into which older people move, you find that they tend to move into the lower-grade types of jobs. Those companies which are rather larger, where the demand for skilled employees is higher, and those companies which have advanced training programs, show a general reluctance to accept older people from outside.

The problem is highlighted by a follow-up study of factory workers who lost their jobs in Peoria. When the age composition of these displaced persons was broken down into five age groups it transpired that the firms with 1,000 employees and over took on proportions of unemployed that declined progressively with each age group, whereas the firms with fewer than 100 employees took on proportions of unemployed that increased progressively with each age group.

I believe that this reflects the great reluctance of employers to accept older people for the higher-grade occupations, particularly when it comes to training.

One of the reasons for this is that older workers are generally considered to be less trainable. The statistics on people passing through training courses bears out very markedly the unwillingness to accept older trainees. It seems worthwhile then to ask ourselves how trainable older people are and whether they can be made more trainable.

So I would like, first, to describe some experiments we conducted in the laboratory, and then to show you something of what happened when we tried to apply the principles we had discovered to practical situations in industry.

One typical task in learning is that of trying to associate one thing with another. In one of our early experiments we set up a color object classification task.

There were two methods -- learning by memorizing and learning by activity.

In the learning by memorizing experiment, people were given a list of the colors and then a list of the objects, and they had to remember which color went with which object. Having memorized this, they were given a pack of cards with the objects on them, and they had to sort them out correctly.

The other method was that of activity learning. Here the subjects, instead of being asked to memorize a list, were given experimental cards where the objects had color cues on them. These color cues eventually disappeared, and they went on sorting them into various categories.

The younger subjects consisted of two groups, "secondary modern school" and "grammar school" children. This division reflects one of the peculiarities of the British educational system. At the age of 10, children in State schools sit for competitive examinations, and the most intelligent ones, or the ones who do best in these examinations, go to grammar schools, and the other go to secondary modern schools.

So the grammar school children were, therefore, on the whole, more gifted than those in the secondary modern group, and their learning performance correspondingly better in both memorizing and activity learning. For these children the difference between the two training methods was not very significant but a substantial difference between the two methods of instruction and training was shown for two matched groups in the over-40's. The adult trainees were comparable with the secondary modern school children on the memorizing method, but comparable to the grammar school children on the activity method.

The base of comparison, incidentally, was the time in which they were able to carry out the tasks. If people haven't learned very well, then they stumble, and they think, and they ponder.

When new items were introduced, which they had never seen before, which they had to classify through having developed the right concept, the over-40's who had learned by memorizing suffered a considerable set-back in terms of time.

But those who learned by activity obtained results practically as good as those of grammar-school children.

So here we see the first concrete evidence that training method may have a far greater bearing on the learning performance of mature adults than it will on younger people's learning.

Some facts about the distribution of errors in this particular task are also of interest. When subjects are ranked for errors and the subject range is divided into quartiles we find that one quartile makes practically no errors at all, and that most of the errors are to be found in the quartile at the other end of the range.

The two methods, of memorizing and activity training, are virtually indistinguishable in their effects on the error scores of young people.

But when we compare the results with those of older people, we find that there is a very big difference indeed according to the type of training method. When memorizing was employed, older people not only were much slower, but they made far more errors than younger people.

Of course, this doesn't apply throughout the range because the people in the fourth quartile make almost no errors at all. But of those older subjects who do make errors, the errors are made preponderantly by those who learned by memorizing.

I would now like to talk about the application of some of this laboratory work to the industrial scene, specifically, the job of sorting letters in the London Postal Training School.

The British postal system is rather more illogical than that of the United States (laughter), and numbers down streets run in all sorts of funny fashions. Streets may be divided into three different postal districts. And as a final complication, people will leave out the complete address. The result is that the British postal sorter probably has a good deal more to learn than his American equivalent. But, in principle, the sorter has to sort his letters into one of a number of boxes.

Now, once again, one can experiment with a number of different methods to overcome the problems of the older learner. The proportion of failures among the older learners was exceedingly high before this experiment started, although all had passed selection tests administered by the Civil Service Commission. In fact, there is no age discrimination in recruitment for the General Post Office of Great Britain, providing people can pass the tests, which are fairly stringent.

The younger and older trainees -- those who passed -- had obtained fairly similar scores on the selection tests, but when it came to training, the performance of the older groups was very much lower.

I have not time to describe to you the traditional methods which were employed in the training of these postmen. But comparison was made between the experimental method, which has been termed the activity method, and the traditional method.

Under the traditional method, the percentage of trainees aged 35 or over who passed their tests at the first attempt in the training school and in the district office, to which they were subsequently transferred, was only 26. This was increased to 54 per cent under the activity method of training. The younger trainees also improved, from a first time pass rate of 52 per cent to 75 per cent. Thus, the improvement in performance of older trainees was relatively greater than that of the younger trainees. In effect, it meant that older trainees trained by a method designed to overcome their learning problems could reach the same standards as younger trainees trained under a traditional method. This result is all the more significant when we remember that the traditional method had already been refined by experts over a long period and also that the "Hawthorne" effect, which too often inflates experimental results, was offset by applying some stringent controls. (The details are given more fully in Training the Adult Worker.)

These results should not in any way be taken to represent the ultimate. We know that from the point of view of older worker training these programs still contain a good deal of development potential. One aspect which may have a great bearing on performance is that of personal adjustment in training situations.

One problem that has emerged in our studies of training has been the dropout rate of older workers. One of our colleagues, Dorothy Newsham, will, in fact, present a paper to the Congress of Gerontology in Vienna this year based on the theory of "critical period of adjustment."

This critical period tends to exist right at the commencement of training when older people are much more liable to drop out. With respect to the post office trainees, it occurs after the period of training has been completed and they are being transferred to another office.

There is also a very high dropout soon after transfer to the work situation but the dropout rate is gradually lessened, so that in the end more people than younger survived.

If only we can concentrate our efforts on the problem of older trainees during these two critical periods of adjustment we may be able to make further gains in the economics of older worker training.

Although the results of these industrial experiments are encouraging, it has nonetheless to be admitted that when you carry out an industrial experiment you very often get better results. Yet one cannot always be certain of the reasons for these better results. In a training program for older workers one changes all sorts of conditions at the same time, so that one might be easily misled in attributing the improvement to any single cause.

When we had completed the experiment in the General Post Office, the Post Office authorities were sufficiently pleased with the practical results to allow us to conduct a series of further experiments in which we sought to evaluate more vigorously some of the principles we had used. To help us, Post Office trainees assisted us as subjects in laboratory settings.

First of all, the task material consisted of a list of tiny hamlets, each of which must be associated with a particular county. Altogether, 20 hamlets had to be fitted into four counties.

So here we had a task which simulated real situations in learning in the Post Office, and we could examine the effects of various training methods in the learning of these associations.

The requirement in each case was for the subject to be presented with the hamlet and then to complete the county.

In the first condition subjects were required to learn to associate from a list -- that is, learn by memorizing. Then in the test situations they had to sort each item on a card out into boxes marked with the names of the counties. This is very much akin to what they had to do in the traditional Post Office training program.

There were 20 subjects in each group, and the mean score is out of a maximum of 20 correct responses. The older subjects obtained a mean score of only 11. 55 against the score of 13. 25 for the young subjects.

Some people have argued that the attempt to learn something in written form and then to apply what has been learned by making motor response involves a sort of transformation which can, itself, impair performance. In this next condition instead of sorting the cards into the boxes, the subjects were required to write down the responses.

But the effect of this change was not really significant. The younger group proved superior with a score of 14. 5 against the score for the older group of 11. 8.

The next experiment provided a correction to some of our earlier ideas about activity methods. We had thought that if you gave people activity tasks, the effect of carrying out physical activity itself could register the information in their minds. The method involved learning by sorting the items on the cards into the appropriate boxes. It was also combined with another feature. One method commonly employed in British industry, especially by training consultants, is the "progressive part" method, in which all the information is broken down and learned bit by bit and then built progressively into greater and greater groups. This method has proved to be rather successful with young trainees.

This method did, in fact, assist the young people and enabled them to reach the commendable score of 15. 55 but it didn't help the older at all, who scored 11. 35. So here you have an example of a training method that may benefit young people but confer no comparable benefit for older people.

In the next condition we compared whole-method learning by activity. Instead of memorizing a list, they were asked to sort cards which had cues on them, which enabled them to sort them into the right boxes. Then these cues would disappear. So there was no actual memorizing as such. The whole training was based on an activity method, and they were tested as before.

We found the difference between the old and the young tended to be reduced, with a score of 11.20 for the older group and 12.00 for the younger group.

The next condition involved a method based on programming. There is enormous interest in the value of programmed instruction, and sometimes people seize on programmed instruction and say, "This is ideal. This is just what we want for older people."

So here programmed instruction method was employed, but this method in fact gave us the lowest score we had yet had for the older people. The mean score for a group of 28 older subjects was 9.39 against a mean score of 12.39 for a comparable group of younger subjects. The older people didn't like being programmed -- at least not in the way in which it was developed in this experiment. The results, however, were quite reasonable for the younger people.

Finally, we introduced another method, which was the method which ultimately proved most effective in the Post Office. This was a method based on inference or deduction. Let me expand on this.

When people are required to learn the relationship between a number of items and a number of categories, one possibility is to give them partial information and let them deduce the rest. So, for example, if we give people a list of villages, we can say, "Well, Items A, B and C go into a particular category (or county, in this case), and all the others will go into another county." We don't tell them what all the others are but we let them work it out for themselves.

So the trainees learn through engaging in the active mental process of working things out for themselves. Instead of acting as passive receptors of information, like an absorbent blotting paper mopping up knowledge, they have to deduce that as an item cannot be in one category, it must be in another.

This method was employed in the separate experimental situations. First it was applied to activity learning and then to programmed learning. In both of these conditions, which were quite separate ways of handling the information, it conferred great benefit on the older people. And the older trainees now learned as effectively as the young trainees, although the two groups did give different results.

As applied to programmed learning, the method produced a mean of 12.07 for 27 older trainees against 12.82 for 28 young trainees. When applied to activity learning, the mean scores for two matched groups of older and younger trainees were 14.85 and 14.65 respectively.

This series of experiments will serve as one example of the sort of work that we have been carrying out in England with a view to advancing our knowledge about the training of older workers.

Before I conclude I should like to make a few passing references to similar experiments which we have conducted on other skills in other industries. Sometime ago for example, we conducted quite a large-scale experiment in the worsted industry in Great Britain, on a skill which requires operatives to sew very fine threads into quite complicated weave patterns. This was a task which appeared to make very considerable demands on the eyesight. In spite of acute labour shortages, only young people were recruited for training in this work.

Through studying the difficulties in perceiving the configurations, we found a way of developing perceptual skill in older people which compensated for their loss of visual acuity. This work was carried out under controlled conditions and produced a training method which is now applied throughout the industry.

But the outcome of the experiment was only a partial success. The employers were very happy to avail themselves of the new training method (which had been developed within the context of older workers training) but they were still unwilling to apply it other than to young people.

This is a salutary warning that opportunities for older worker training depend on something more than the development of appropriate training methods.

Recently, we have been actively searching in England for difficult skills which pose really formidable problems for older trainees. There is evidence to show that high-speed skills in industry are very difficult for older people to acquire. There is a very sharp decline in performance from the mid-20's, and it is common to find that employers refuse to take people after the mid-20's because of their loss of trainability.

So we have tried to examine some of these skills which present particular difficulties for older trainees. One of these studies has been concentrated on high-speed sewing machine operation.

I have not time to tell you the results of these studies except to say that we have made quite marked progress and have succeeded in getting trainees at the age of 40 to acquire skills of the same order of ability as younger persons.

In tackling these more difficult jobs we think we are going to learn more and more about the really fundamental problems of training older persons.

I would like now to sort of sum up by putting three points to you which I hope you will remember as forming the substance of my talk.

The first point is that I believe that there is now a great deal of evidence to show that it is very sound public policy to invest in the training of older persons. On this point let me add that OECD will be publishing very shortly booklet No. 3 in its series on the employment of older workers. It will deal with the placement of older workers and the evidence of economic criteria will be adduced to support public policies for training and placing such people even up to the age of 55. This can be viewed as sound investment which leads to economic growth and equally as a social benefit which has the additional advantage of offsetting certain social costs, such as unemployment pay.

The second point is that where training is designed to help older trainees it is likely to improve greatly their chances of success. As we develop greater and greater knowledge about training methods suitable for mature adults, we are likely to bring about a change in the relative costs of training younger and older people. It would appear that ultimately the additional cost of training older workers may become only marginal.

The third point I would like to commend to you -- and I think it will already be self-evident -- is that research into the training of older adults is a subject still in its infancy. I think it is true to say that a few years ago no one in the world knew much about the subject. Almost everything we now know has been learned within the last five years. And I am quite convinced that older worker pedagogy, as it has been called, is a subject in which there are wonderful opportunities for research workers to advance the field of knowledge and so to make a very active contribution to the solution of one of the most pressing problems in our society.

What attracts me about the whole subject of training older workers is that it is such a positive approach to problems of older workers. So many approaches have been concerned with compensating older people for their presumed decline, in the inevitability of lower employability or loss of earnings. But when we consider the training of older workers, we are expressing confidence in the future, and we are giving them hope. By so doing, I think we can say, with Robert Browning, "Grow old along with me. The best is yet to be."

(Applause)

MR. ODELL: Thank you very much.

We are now ready to break for lunch.

We will begin workshop sessions at two o'clock instead of one-thirty.

Thank you very much for your attention at this morning's session.

(Whereupon, at 12:20 p.m., the opening general session was adjourned.)

Panel and Workshop I

COMMUNITY ACTION ON OLDER WORKER TRAINING AND EMPLOYMENT -- HOW TO GET IT AND MAINTAIN IT

The panel was convened at 2:00 p.m., Monday, 17 January, 1966, Mr. Donald B. Forrest, Director of Work Crew and Adult Work-Training Programs, Community Progress, Inc., New Haven, Connecticut, presiding as Chairman.

MR. FORREST: Good afternoon. It seems to me that the group is sufficiently small so that we can all introduce ourselves.

I will start: My name is Don Forrest. I am from New Haven where the Community Action is principally funded under the Office of Economic Opportunity, also receiving funds from the Department of Health, Education and Welfare, Ford Foundation, et cetera.

Why don't we start over here.

MRS. RANDALL: I am Helen Randall with the Cleveland Welfare Federation. We have a contract with OMPER, one of the NCOA-sponsored multi-city experimental programs on the older worker.

MR. FORREST: Mrs. Randall is our recorder.

MR. DEICHMAN: My name is Charles Deichman. I am from New Orleans.

MR. MONTROSS: I am Harold Montross with the United States Employment Service. My office carries the responsibility of trying to develop policies and guidelines for the various State Employment Services throughout the country.

MISS EDWARDS: I am Violet Edwards, Executive Director of the new National Center for Citizens in Education, which was recently formed by the New York State Citizens Committee for the Public Schools.

(Introduction of the delegates present.)

The subject for our panel and workshop is Community Action on Older Worker Training and Employment -- How To Get It and Maintain It.

I think it is a very appropriate time to hold this particular discussion in light of the Community Action Programs which are currently being funded. Working with adults seems to be right now the critical missing link. As you know, the original emphasis in these programs, from the President's Committee on Juvenile Delinquency and the Ford Foundation, was on youth, and it is just now that the programs are beginning to come in in any significant size, dealing with adults and manpower development and training.

The group we are discussing, as Mr. Charles Odell emphasized this morning, is the younger-older worker, maybe 45-60. However, problems which are shared in common extend past age boundaries.

Then Curtis Aller emphasized that we are interested in the disadvantaged worker. I think this is important to keep in mind.

Given the labor market as it is, our concern is not about workers who can be moved directly on to jobs, but about the ones who lack the education and contacts, if you will, and resources to encounter employment. So, the type of result we hope to get out of this conference is sort of manifold.

First of all, what crucial insights can the NCOA bring to the Community Action Programs, and how will these insights be delivered? In effect, what does the NCOA wish to encourage? We hope to come forth with a number of resolutions identifying important issues and with our recommendations.

Finally, what type of working relationship does the NCOA wish to establish with organizations such as the National Association for Community Development, which is composed of the various Community Action Programs in the United States, somewhat over 100 right now, I believe.

With these things in mind, let me introduce the first speaker:

To my right, Senator Deichman will describe some of his experiences on the Advisory Committee for Greater New Orleans on Manpower Training and Development. Senator Deichman was educated in the parochial and public schools of New Orleans. He received his Bachelor's degree in Economics at Loyola University in 1945 and also his Doctorate in Law in 1948.

He worked his way through college by working on the New Orleans riverfront, for the New Orleans Public Belt Railway, at night. He then served in the United States Marine Corps during the war. Following the war, he entered the practice of law and at the same time took a position as instructor in Fundamental Economics at Xavier University, where he taught for two years.

In 1952, he was elected to the New Orleans Parish Democratic Executive Committee. In 1954, at the age of 31, he was elected to his first term as a member of the Senate of the State of Louisiana. He is presently serving in his fourth consecutive term as a member of that body and continuing his practice of law.

With that, I turn you over to Senator Deichman. His subject: "Getting Action Through Manpower Advisory Committees."

SENATOR DEICHMAN: Thank you Mr. Moderator.

When Mrs. Christman first communicated with me regarding this conference and asked me to be prepared to do twenty minutes, I kind of felt as I did once before in 1960 when I was in the middle of a gubernatorial campaign in Louisiana.

In the course of the campaign, I was asked to do a program on television. I go chasing over to the Governor's headquarters and say, "I have got to do this half hour program for the Governor tomorrow night. I would like to have a copy of his platform to use as material." There were some blushes. I said, "Let's go, I'm in a little bit of a hurry." "Well, Senator, well -- the Governor just doesn't have a campaign platform.".

I had to go home and write a fourteen-point program -- things I thought the Governor should have promised -- and went ahead and did the program. One of the things I suggested that the Governor suggested he should do was to go forward with an educational program for physically and mentally handicapped people. And we did, after election, get underway a program putting 9 or 10 million dollars to work to facilitating the education of handicapped people.

It was good fortune that I was given this opportunity, and it is just rare good fortune that I saw the need for this kind of program and seized upon the opportunity to do something about it.

It was in that same spirit that I accepted the assignment to serve on the Advisory Committee for my area in connection with the administration of the Manpower Development and Training Act. My dear friend, Mr. Messina, who is director of the State Employment Service in New Orleans, asked me if I would be interested in serving on the committee. Of course, he had a good reason for asking me, because, for the last 12 years or better, I have consulted with him regularly on employment problems. A position in public life does attract people who need and seek and want help.

Through the many years that I have been doing this kind of work, I have developed some insight, certainly some awareness of the problem of older workers. I felt that MDTA could well be utilized in this area. With that in mind, I did accept this assignment.

When I attended the first meeting, along with 17 other people, the director outlined the aims of the program in terms of the high school drop-out. I couldn't help but notice the reaction of the members of that particular committee. I couldn't help but notice the attitude of the director himself. It was half-hearted. Nobody was really sold on the idea.

Lots of times Congress will enact a law and the administrator is stuck with it. He doesn't know what Congress had in mind. I have the strong feeling that this was the situation among the group I sat with that particular day. And of course, since I had in mind the particular problem of the older worker -- whom I define to be anybody over thirty-five -- once again, the opportunity simply presented itself.

I was called upon for comment, as the others were, but I was the last to be called on. The half-heartedness I sensed became more evident by the minute. So I got on my soap box and made the pitch that I didn't think that the program should be limited to younger people; that there was a much greater area, that of the older worker, in which there was a much greater need for this type of thing.

Several weeks later, minutes of the meeting were transmitted to Dallas, and some time later, to Washington. The next thing I know, I am being called up and asked to attend this conference.

What I have to say to you is that older worker training is something that you can sell to your Manpower Advisory Committees.

I don't think my people are unique. Certainly there are regional problems and differences, but, fundamentally, I think all of us are motivated by the idea of trying to accomplish some worthwhile goodness.

This high-school-drop-out program in my area just wasn't a serious problem. Further, we had ample other means to cope with the thing. One of the reasons that we had any kind of high school problem at all was that employers were going to the high schools and recruiting second or third-year workers installing air-conditioning ducts at $125 a week, and so on.

We did suffer a little bit from the segregation,but that was only a temporary thing. Many people held their children out of school, but when the Grant-Aid Program went into effect it provided an escape value, and the children quickly returned to the schools. The old business of the fear -- fear of the unknown. I don't think it was anything more than that. Certainly, people were frightened. This was a brave, bold thing. It was brought about through rather violent means, and so on. There were literally thousands who did withhold their children for several weeks or months, waiting to see how the thing would turn out. The Grant-Aid Program furnished the escape hatch.

But there was no particular drop-out problem to speak of. There was a certain number of people who would drop out regardless of the times, regardless of the situations. There are any number of causes, not the least of which is the fact that the guy just doesn't like to go to school, and he has indolent parents who allow him to quit.

Anyhow, here we are with this program, and the other gentlemen on the committee seemed to be in a condition of, "What are we going to do with it." As soon as I pointed out a purpose and aim, something to be accomplished, the thing was immediately accepted and immediately we began to act on it.

Through the subsequent year or so, while we were waiting for the thing to be approved at the Washington level, I made it a point, as these training proposals came in for approval by the committee, to make inquiry about ages. I made the committee age-conscious: "Well, 20 tailors -- is it necessary that these 20 trainees be under 25 years of age?. Can't we train prospective tailors who are

40 or 41 years of age?" It wasn't difficult to make the point. Of course, I would be something less than human if I said I didn't feel some gratification -- if I didn't say the thing was picked up and is going to be converted nationwide.

Just before I came, there was approval in New Orleans and funds were made available to train people in the 45 to 65 category -- 20 bookkeepers, 20 clerk-typists, 20 cooks, 25 dry cleaners, 20 grounds keepers, 20 machine pressers, 20 auto-parts clerks, 20 upholsterers, 20 visiting homemakers.

Now, we have a separate program that has been approved for illiterates, only. Of course the definition of an illiterate is a person with less than sixth-grade education. This is the first program as I understand it, that is going to be operative under the MDTA Program.

Let me say this about Manpower Advisory Committees: Your biggest problem, whether you are in California or Wisconsin or New Jersey, is to convince the Employment Service director that there is a need for older worker training in his own area. That director should be able to satisfy himself of this simply by looking at the number of people his files show are presently unemployed and getting a breakdown on the age bracket.

In Louisiana, the unemployment rate is very low. It is less than four per cent right now. It is 3.9 per cent. We have in excess of one million people employed out of the total population of four million. Our economic level is an all time high. After some of the depression days, I didn't think we were ever to see it, but we are. The director will be able to determine that some 47 per cent of unemployed are going to fall into this 45-65 category.

The second problem you are going to have with that director is conservatism.

It is rather interesting that people inside of Government can be as conservative as anyone outside of Government who is throwing brickbats at them. Their conservatism has a different basis. They don't want to go to the trouble of expansion; they don't want to go to the expense of inaugurating a new program, hiring and training new personnel to undertake these programs without some reasonable assurance that these programs will continue. They live under the fear that next year Congress might cut it out of our budget. That is the thing you will have to overcome with your director.

You are going to have to overcome to a certain extent -- I anticipate this; I haven't seen the problem in my area yet -- the resistance of labor, the business agent of the union who is concerned: "Well, gentlemen, if we are going to train two hundred people in this category, I am going to have to keep them in, and God knows, I am having trouble keeping my 1500 people employed now." That is a distinct possibility. Fortunately, in my area, I don't consider it likely to come for some several years, and, in the meantime, we can train people and put them back in the labor market in one form or another. It is a calculated risk. Even though it may be for only two, three, or four years -- a transient kind of thing -- when you are dealing with people in the upper-age brackets, two, or three, or four years is a long time. Anything you can do to make life a little bit easier or happier for them is well worth the cost.

You are going to have a problem with your Manpower Advisory Committees -- too -- this conservatism.

Conservatism seems to be sweeping the country and it is not limited to the South. You may run into these attitudes: "Gee whiz, I don't know if Government ought to go into this. We ought to maintain the status quo." "I don't know if it is the kind of thing that is good for my community or is going to really be as helpful as you represent it to be. I don't know whether this might just be a pie in the sky scheme." And, of course the answer is purely and simply that there is not anything revolutionary or radical or extreme about MDTA.

MDTA is another form of a G. I. Bill of Rights. I don't believe anyone could question the wisdom of the G.I. Bill of Rights. Anyone who was able to enhance his education or develop technical skills through the medium of the G. I. Bill for the most part turned into producers. That G. I Bill has paid for itself time and time again.

A little more of the assignment that was handed to me for today was covered in a letter by Mr. Meyer, in which he said, "We hope you will have something to say about the general lack of community awareness of this problem and the steps needed to focus community attention on the problem." I already talked about the steps and results.

When you talk about general lack of community awareness. I am happy to report to you that in Louisiana we don't have that problem. Louisiana was one of the first states in the Union to adopt an Old Age Assistance Program.

We were in the old age assistance business long before the Government got into it. There was Mr. Huey Long. We certainly hope programs in the future will have another Huey Long come along.

We have a Golden Age Club. This goes back to 1946 -- a recreational facility for older people. We have been born and bred to respect our elders, to honor them for the wonderful efforts they made in our behalf, whatever their capacities were, whatever their means, during the hard times that existed around the turn of the century -- and notwithstanding the mistakes.

They have made mistakes. If you like, the segregation was part of that mistake. If these people had provided educational facilities back in the 20's for the Negroes, maybe my age group wouldn't be asked to atone for all of this now. But by and large, these people did make contributions to societies that existed and certainly led us to this high level of society that we enjoy now.

Older people have been very active in politics in Louisiana and that is part of our tradition, too, I suppose. We are bred to respect them and to recognize them and pay them the deference that is due them. We have no problem about community awareness.

I don't want to take any more time. I think I have thrown out enough material that certainly you can fire any questions you like at me.

Feel free to ask me anything and I will try to give you as conscientious an answer as I can.

Thank you very much.

MR. FORREST: The suggestion was made as to how we might organize this. Instead of a huge workshop at the end, perhaps we can take ten minutes after each speaker, address a few questions now, and hold the rest in abeyance. Are there questions right now which anyone wishes to address to Senator Deichman?

DR. W. DEAN MASON (Administrator, Kennedy Memorial Christian Home, Martinsville, Indiana): With the low unemployment rate, I am wondering how it happened that this first demonstration project was set up in Louisiana?

SENATOR DEICHMAN: I am going to give you a very honest answer. I believe the reason is that the program was floundering and people didn't know what to do with it and some direction and some purpose was given to it from the New Orleans area. A certain deference was given to our request. I would surmise that.

DR. MASON: I think this is somewhat pertinent -- that it might have been aggressive leadership on the part of the people in Louisiana that got it started, and the thing that might be holding it back in other States is just getting hold of the strings.

DR. RUTH M. LAWS (Supervisor of Planning and Research, Vocational Education, Delaware Department of Public Instruction, Dover, Delaware): Do you have a single State Adivsory Committee or do you also have local Advisory Committees?

SENATOR DEICHMAN: We have a local that covers ten parishes; we have the statewide that functions from the State level. From that point on, I don't know how it goes, but one of the things I have done, that I would recommend, is to establish rapport with liaison officers serving through your State -- you will have them in the different regions of your State -- and to establish rapport with the Statewide Committees.

It is silly to be coping with the problem and coming up with finances in one section of the State when another part of the State is having a problem and is not aware of a possible solution the other side of the State has already worked out.

Communication -- the big word that I consider all important. We had none of those difficulties when this particular thing was submitted to the Baton Rouge office. Everybody said, "Yes, this is good. This is an area in which we can use this money most fruitfully."

MR. FORREST: I have one question. I wonder if you could name some of the agencies which are represented on the Advisory Committee and explain some of their functions. For example, whom do you have from the labor movement and what is the function?

SENATOR DEICHMAN: We have the Assistant Superintendent of the School Board. We have the State Supervisor of the Bureau of Apprenticeship and Training for the United States Department of Labor. We have a representative of the

New Orleans Department of Labor Division of Apprenticeship. Then we have a labor representative, president of the Greater New Orleans AFL-CIO. We have the executive vice-president of the Chamber of Commerce, a gentleman in semi-retirement who was president of the Gulf Oil Company for many, many years. We have a representative of management from Boeing Company. He is in the Aerospace Division, Launch Systems Branch. We have a dentist representing the public. We have a representative of the Social Welfare Planning Council, the executive director of the Urban League of New Orleans, the Chrysler Corporation director of training and development, a business manager from the Plumbers Marine and Steamfitters; myself, representing the public; the MDTA Supervisor, a business agent for the Electrical Workers, Local 130; a business agent for the Machinists Lodge and the executive director of the Louisiana Hospital Association.

We need, and hope to have appointed very shortly, a good public relations man. I think we have had a problem in getting this thing rolling and getting it moving now, rather than four or five years from now, because of our lack of publicity -- not public relations, but a lack of publicity, letting people know through the medium of press or television programs, and so on, that we are instituting just these kinds of training programs that carry these benefits. And, goodness knows, it is the only program I ever heard of where you completed training and were guaranteed employment.

When you go to a law school, they hand you the diploma, but don't guarantee you are going to make a living. After you get out of that high level engineering school, etcetera, that doesn't mean that some college or university is going to hire you. One of the beautiful things about this program to me is that, with the training there is the guarantee of future employment.

DR. MASON: Mr. Chairman, is this absolutely a guarantee with this program?

SENATOR DEICHMAN: It has been a guarantee in my area. We have the assurances of the employer that he will accept these personnel before the training of an individual is ever begun. Every one of these people already has a place in private industry waiting for him as soon as he completes the training -- be it a six-month, three, or perhaps even a year's program.

Most of the training programs are going to be short-run -- three to six months. How they are going to do that home-demonstration-visitor thing, I don't know. I just don't know how that got in, because, to me, there seems to be a whole lot more involved than just three or six months quick training through a trade school facility. But everything else on here, you can train in three to six months. You can train a bookkeeper in six months. You can train a clerk-typist in three months.

DR. MASON: The visiting homemaker is a three-month program.

SENATOR DEICHMAN: It is? Most of the Louisiana colleges have the Home Economics degree thing.

DR. MASON: It is not a degree. This is for maybe high school level persons. This is not a college program. It is for your average citizen.

SENATOR DEICHMAN: Well, as I say, this is one I really don't know anything about. Certainly, there is a need for it, if it has been approved.

DR. MASON: It is a person who assists the homemaker if she is ill and goes in and takes care of the children, to keep the family together.

SENATOR DEICHMAN: I understand. Thank you.

MRS. RANDALL: I wonder if you could fill us in on the logistics of this: Who appointed your MDTA Advisory Committee and who serves as the chairman? How frequently do you meet, on whose call?

SENATOR DEICHMAN: I think most of the appointments were made by the State Director of the Employment Security facility in Louisiana. He appointed his own board, which is perfectly all right, because the man is conscientious and capable and interested. The State Director approved and my certificate came from him. The Committee chairman is the Employment Security director in the New Orleans area. Of course, the board is guilty of just plain old negligence in permitting the chairman to undertake the agenda and to maintain the thing, and so forth.

MRS. RANDALL: How often do they meet?

SENATOR DEICHMAN: Unfortunately, we don't meet often enough. Our meetings have been at anything from two to three-month intervals and there is a real hardship involved. It is one thing I fuss to my dear friend about. Every time this Committee meets, one of our principal functions is to approve the recommendation that so many people be trained say by Kaiser Industry -- so, there is Kaiser waiting for us to send 20 people to him and this committee hasn't met in two months. I don't know how patient employers will be with this thing. We had one case where an employer needed about 15 people for hire. They horsed it back and forth for about six months and I think only on the occasion of our last meeting was the approval given to train people who were going on $24 a day, $3 an hour, to install panel fencing.

Our attendance at Committee meetings is generally good. Unfortunately, I can see that if we attempted to meet once a week, certainly we could not count on the people from Boeing and the dentist and some of the business agents of these labor unions. But what we are confronted with is this conservatism: "Let's not get too deep into this until we see that the people in Washington are going to go all out to support it."

From the legislative point of view, I can tell the big shot in Baton Rouge, and I can tell the people at the Washington level, that if they go out and put this program in effect and come back to Congress at appropriation time and appear in the budget session, and say, "Here is what we have done," there is no doubt in my mind that Congress will re-enact this program and make the monies available to continue its maintenance. No doubt whatsoever, if you show results.

MR. FORREST: I wonder if I could interrupt to bring on the next speaker? Let me introduce Mr. Montross:

Mr. Montross is Director of the Office of Employment Service Activities, United States Employment Service, Bureau of Employment Security, Department of Labor. His office has general responsibility for assisting the nationwide network of State operated Public Employment Service offices to provide appropriate job market services to all applicants and employers needing assistance.

He is a career employee in Employment Security. His first job in the Federal-State Employment Service system was as a temporary employment interviewer with the New York State Employment Service. When he left New York to join the United States Employment Service, he was the Director of Employment Service Activities in New York City -- the country's largest job market.

During World War II, he began his military service as a Private in the Army and ended it as a Lieutenant Commander in the Navy. While in the Naval Reserve, he served as a manpower liaison officer to Selective Service; to the War Manpower Commission; and to the War Production Board.

In 1958, he spent several months in Puerto Rico as a manpower consultant to the Puerto Rico Economic Development Administration, usually referred to as "Operation Bootstrap."

His subject today is "Community Action Programs -- Their Implications for Broadened Training and Employment Services for Older Workers."

With that introduction, let me turn you over to Mr. Harold K. Montross.

MR. MONTROSS: Thank you. I do deeply appreciate the opportunity to be here this afternoon to discuss some aspects of Community Action Programs and their potential to help older workers achieve a satisfying and productive place in our economy.

For perspective, before I talk about Community Action Programs specifically and what I see in them in terms of chances to broaden our Employment Service activities in behalf of older workers, I would like to backtrack just a little bit into history.

I will refer you to the fact that all manpower legislation in the last four years has been calculated to improve our human resources. It emphasizes additional education and skill training as prerequisites for bridging the gap between the qualifications of people and actual job specifications.

Since World War II a number of events have contributed to our manpower problems of the 1960's. I will touch on two of those very briefly, because they stand out in my mind with particular reference to the problems of older workers.

One was the four post-World War II recessions -- each of them not too deep, each one not very long, fortunately, but each leaving behind economic scars, another layer of unwanted people. Although we had an economic recovery after each recession, the manpower aspect never fully recovered. A great many people remained unemployed, particularly older workers.

The second thing that stands out in my mind is the upgrading of job specifications since World War II, particularly the educational requirements. Here again, the older worker, although often able to do the job, just couldn't meet the new minimum specifications. I don't think that anything is going to stop this upgrading.

The fact that the unemployment rate for older workers compares favorably with the unemployment rate for all workers is sometimes cited as an indication that the older worker, as a group, presents no very special problem. But this viewpoint fails to consider a number of significant things, such as the fact that the unemployment rate, beginning with the 35 to 45 age group, increases steadily with age, the increase becoming more marked as we approach the upper-age levels. Secondly, the percentage of older workers among the long-term unemployed increases significantly with age, although I understand that in this morning's session Mr. Aller was able to report that some progress has been made in reducing the number of older workers that have been unemployed for a long time. However, I am sure there is still plenty of work to be done. Finally, and maybe this is looming up to be a more important angle than most of us realize, we must consider that it is quite likely that an appreciable number of older workers who need and want work drop out of the labor force as a result of constant rejection by employers and, consequently, that they do not show up in any statistical count. They are not in the figures we read about. We have some pretty reliable estimates that this is true with respect to youth, and I don't know why it would not be equally true in respect to older workers. Discouragement can bring you to a certain point, and you just say, "There is no use," and you give up.

Most of you are familiar with the Department of Labor's Seven Cities Study, a survey which explored the major employment roadblocks to increased job opportunity for older workers. As a result of this research, the Public Employment Service embarked upon a three-pronged approach to improve its services to this particular group:

First, it embarked upon a program to increase its direct services, that is, specialized counseling, job development, and placement services.

Second, it took on an educational and promotional program to help change employer attitudes.

And, third, it decided that there was still a lot to learn, and it continued its own research studies to find out how it could make more improvement.

Then came the Manpower Development and Training Act. This gave the counselors in our State Employment Services offices a lot of tangible opportunities to help older workers improve their ability to obtain and hold a job.

Now, it is absolutely true that in the early part of our Manpower Development and Training activities the emphasis went to youth. But, I think there is increasing recognition now of the importance of using this training resource to meet the needs of older workers. The recent expansion of training time to 104 weeks provides a potential opportunity to extend training to include either necessary Basic Education or an upgrading of skills into the technical or subprofessional areas.

In the Public Employment Service, today, and I usually refer to the State Employment Services system as the Public Employment Service system -- we are seeking to extend our older worker services as far as our staffing will permit.

As an institution, the Public Employment Service is not very old. It has not yet been given the staff resources to fully implement the kind of customized applicant services I think it should be able to provide to every single individual who knocks on its doors for assistance.

I would like to say something to you about the word, "disadvantaged." This is widely used today to describe people who cannot even meet minimum employer expectations for relatively low skilled occupations. Although the word has become synonomous with the war on poverty, I have long held a personal view that any job seeker, regardless of his education or skill level, is disadvantaged the day after he becomes unemployed.

The degree of disadvantagement increases with every day of unemployment and is compounded by such factors as lack of education, color, lack of motivation, poverty heritage, physical handicaps and last, but not least, age.

In the Employment Service, we have within the last year taken unprecedented steps to assist disadvantaged youth. You may think: what is the connection between youth and older workers? But I think I can make the point.

In developing our operating guidelines for our new Youth Centers, we provided for customized services to fit the precise needs of each individual youth. We no longer wait for youth to find the Employment Service. We take the Employment Service to youth, by reaching out into the community. It will take some time to fully implement this new policy, but whether the youth comes to us or we go to him, our aim is to properly identify his job-market shortcomings and tailor our counseling, literacy, skill training and job development efforts to his individual requirements.

This, of course, means quality, maybe sometimes at the sacrifice of quantity, but it means do the job right for each individual to the extent that our resources permit us to do it.

We also provided, in the same guidelines, for a continuity of service, vesting in each youth counselor the responsibility for diagnosis, treatment and follow-up after placement, to assist in the youth's satisfactory adjustment on the job.

Despite the chronological years separating youth and older workers, I am of the opinion that the same basic approach will point the way for improvement of our Public Employment Services for older workers, with the process of preparing people for work occurring in two overall stages:

First, counseling and training activities leading to employability. This process often requires not only literacy and skill training but attention to many other things, such as, health and housing.

The second stage, and just as important, maybe more important, is to translate employability into employment, because that is the end objective of all of our efforts.

As a representative of the Public Employment Services, I naturally want to see our State Employment offices increase their capacity for translating employability into employment. But, I also recognize that the most important thing is the end result. Regardless of what hiring channels are utilized, we all benefit by the placement of an older worker. Unless employability is translated into employment, we miss the whole point of the development of an active manpower policy in this country.

Now, getting down to Community Action Programs: Their focus, as you know as well or perhaps better than I, is to help urban and rural people mobilize local resources to combat poverty. To alleviate poverty requires a varied but coordinated approach. Literacy training, employment counseling, job development, consumer education, homemaker services, vocational rehabilitation and health services are some of the many activities by which poverty can be reduced through community action.

As I see it, the Employment Service is uniquely equipped to perform very essential manpower functions in any Community Action Program, and it is more than ready to cooperate as a member of the team.

I think the objectives and processes of Community Action Programs tie in with those of the Employment Service, Through them, the Employment Service has the opportunity to reach out into the community and broaden its services to all workers, particularly older workers.

Now, no one really knows the extent to which older workers, still in their productive years, drop out of the labor force after experiencing continued rejections by employers because of age. I think these people can be reached only by a concerted effort to go out into the neighborhoods and identify who they are. The neighborhood centers being developed in our major cities through Community Action Programs offer, I believe, the best medium that we have of reaching out and identifying these workers. However, once they are identified, it is necessary to provide them with counseling, training and job development services. While the Employment Service has the know-how to provide these services, it does not always have the means. However, by mutual agreement between the Office of Economic Opportunity and the Department of Labor, the Employment Service is able to get some of these out-reach services underway at the present time.

I am sure you will be interested in the details of this agreement. This is the way it works: Let's say that Office "X," a local Employment Service office, gets a request from a local Community Action Program to out-station Employment Service staff for specialized manpower services on behalf of older workers.

Now office "X," though very willing to cooperate, is usually unable to do so because detailing staff for such a purpose would leave them short-staffed for their regular work. But under the OEO-Department of Labor agreement, these additional Employment Service staff costs may be included in the Community Action Program costs which are funded by the Office of Economic Opportunity. Thus, the Employment Service can participate without letting its other programs suffer.

The actual agreement arrangements are made in the community. I think this is important. Several have already been agreed upon and funded, and others are in the making at the present time. Some agreements have been just for youth and some have been on behalf of adults in general, but always, when it is adults, the older-worker group looms up as a major reason for out-stationing staff and providing customized services. We are encouraging our State Employment Service offices to take part in these cooperative ventures.

It occurred to me that some of you in this audience may be directly involved in Community Action Programs, and if you don't know about the possibility of these agreements, you may want to talk to your local Employment Service manager in your community. He should know all about them, but there are some 2,000 offices around the country, and if he says, "Well, I don't know how to go about this," you can tell him all the details are to be found in the Bureau of Employment Security General Administration Letter No. 292.

I understand that Mr. Aller made reference this morning to our current efforts in Chicago. This is an example of a coordinated approach, involving all pertinent public and private agencies in an effort really to determine the actual needs of unemployed persons and the resources that must be developed to meet their needs. We refer to it in the Employment Service as the "Chicago Plan."

The plan, as Mr. Aller said, was sparked by a suggestion on the part of the Secretary of Labor, who said we ought to devise means for carrying out an individualized approach to help every person in need of assistance. And so, what is actually happening in Chicago is that the Public Employment Service, together with the Community Action Agency, the Welfare Department, other public agencies, and with the willing and enthusiastic cooperation of leaders in city government, industry and labor, are carrying out, in a limited geographical area -- in other words, a certain defined area of Chicago -- a saturation plan to determine exactly what needs to be done to bring to bear on each individual who needs something special done, the kinds of services needed in order to make him able to find a job and hold a job.

This , of course, runs the gamut of all the kinds of things that the Community Action Program is interested in. I am sure this is going to be of great benefit to older workers, because they will be identified and helped.

I see my time is up and so, in summary, may I say that I think if the methods I have described here, in which we are trying to cooperate with the community, are brought to bear with great energy and dedication on the part of everybody who has a part in them, they cannot help, in the long run, but point the way to new levels of accomplishment in respect to our mutual desires to help our middle-aged and older citizens.

Thank you very much.

MR. FORREST: Thank you. I am afraid Mr. Montross has to leave in approximately ten or fifteen minutes, so I would like to put the question period in at this time so we can make maximum use of his presence here.

Are there any questions anyone wishes to address?

DR. LAWS: I would like to have him tell us a little more about the Letter 892.

MR. MONTROSS: Of course. We send out General Administration letters to the State Employment Security Agencies. They, in turn send appropriate information to all of their local offices throughout each State. They either copy these letters or translate them into their own terminology. As the States use their own numbering system, it may not be known in the local office in your area as General Administration Letter No. 892 but they ought to recognize what you are talking about.

What it says to them is: Here is a new method you can use when you get requests from local Community Action Programs to out-station staff you are not budgeted for. In other words, normal budgeting is designed to take care of the workload as we visualize it for the main office in each community. Now that we are in the stage of reaching out, we need to take outreach into consideration in our future budgets. We have done this in the youth program, have provided for local office out-stationing of youth staff on the premises of Community Action Organizations. Yet sometimes the Community Action Organization says, "Well, you haven't provided enough. We want even more people out-stationed to work with youth than you provided for." Then this new mechanism can be utilized by them to ask for more youth staff.

Now, requests come in that have nothing to do with youth. They say, "We would like this extra assistance for adults because we recognize that this is the field of work in which your organization has the expertise." And we say, "Fine. We would love to do it. You are quite right; we are the organization to do it." "If you can afford to out-station staff," we tell our State agencies, "go ahead and do it. If you can find the staff resources without impairing your service to the people who are coming into your local office, do it. But, if you need additional financing at the moment in order to do it, work out this plan, and send it up through channels."

The plan requires that it be sent up through channels, through Community Action channels to their regional organization, and from the Employment office up through the Public Employment Service channels, and finally it gets acted on here in Washington.

DR. LAWS: This is a cooperative plan of the OEO and Employment Security?

MR. MONTROSS: OEO and the Department of Labor.

MR. FORREST: Originally, the Community Action Programs -- they were set up with the expectation that they would dissolve in a number of years, having accomplished their mission of institutional change and innovation. Do you really think it is realistic to expect OEO to carry on the funding of these detached people from the Employment Service?

MR. MONTROSS: I don't think it is realistic from the long-range point of view. I think the Public Employment Service ought to be financed to operate in this fashion, through its own resources, and I think the trend of the times will eventually bring new legislation which will give the Public Employment Service a new charter. We are now operating under the Wagner-Peyser Act which goes back to 1933. The job market conditions and the needs for services in those days were different, not nearly so complex, not nearly so many things to do as we have to do today.

I think the long-range answer is that the public Employment Service will eventually be financed to enable it to reach out into local neighborhoods, particularly disadvantaged ones, on a continuing basis, as part of its regular program, and to identify these people and provide services for them either in the neighborhoods or in the community or in the regular offices.

MR. FORREST: If I can be parochial for a moment -- in New Haven, we are fortunate in having representatives for both older and younger applicants, and it has worked out very well. Actually, the funding is under the Employment Service.

Are there further questions? Then let me introduce Violet Edwards of the National Center for Citizens in Education.

Miss Edwards, who was selected for the post of executive director when the New York State Citizens Committee for the Public Schools began to function in 1952, brought to her position an intensive and broad background in the field of education. She is a former high school and college teacher with executive experience in positions of leadership with non-profit organizations concerned with public education.

Miss Edwards was also the executive director of the Connecticut Fact Finding Commission on Education, a pioneer group in developing guidelines for productive partnership of lay citizens and educators working for their schools. In the Connecticut program more than 100 towns and villages participated in study of their public schools and in local action to improve them.

She will speak today on "Teamwork for Good Schools: How Borads of Education, Teachers and Community School Groups Can Put the Three-Way Partnership Into Action." Violet Edwards.

MISS EDWARDS: They say of Harold Howe, our new U. S. Commissioner of Education, that when he plays tennis he goes for the impossible shots, and I think that is certainly what I am doing here.

They should have said of him that he also goes for the impossible shots when he is thinking and talking and working for education. Impossible shots, yes, in these 20 minutes.

The experience our Chairman just listed goes back a long time, and a great many people had a part in building what is truly a transferable body of knowledge, experience, guiding principles, "how-to-techniques."

You will know why I used the word "impossible," literally so, when you know that today I am trying to have us keep in mind educational problems which have assumed such great depth and new complexity in this past decade. Also, I am keeping in mind closely that our community and school leaders are demonstrating what I would like to call a different kind of vitality and many new and practical approaches to some fundamental concepts of how, indeed, do we give each and every child a decent education for the kind of fast moving, changing world we live in today.

Part of the impossible shot this afternoon may be, but I hope not, that I want to count on you -- as I touch lightly and summarize some of the major points growing out of the body of experience in this field -- to translate our community school experience into terms of your programs for older workers. I don't like to make speeches. I always like to make the participants participate and work along with me. Will you try?

We have new emerging understandings, new commitments. Noticeably we find in all our work a very strong move in the direction of redefining what is good education, and commitment to practical work to help our communities and our school agencies really and truly develop a program for all children that is meaningful of the word "education."

We also see a strong indication of the development of specifics for proceeding, for working together, for meeting change, for modifying practices and organizational structure, a lot of reanalysis.

And three, we see, and I think most significantly, people taking a new look at this whole communications process. This is certainly healthy. You see it on the part of the community leaders, educators and school board members all over the country, who are actively seeking better and more ways of working together to meet the increasingly complex school and community problems -- problems and needs that we know exist.

Experience teaches us that there isn't any magic formula, and I am sure there isn't in what you are attempting to do. We do need clear eyes and the willingness to experiment, and above all to find much more effective ways of working with agencies that have common goals for community and school.

It seems to me there are five public insights that continue to emerge very clearly, and that they are basic to all community education undertakings.

One, the great need for understanding among people in different types of communities.

Two, no Board of Education, no matter how well intended, can do the mammoth job it is faced with these days without the support and understanding of citizen groups.

Now how to get this? It can't be done we have learned, from telling people, from pouring water into pitchers. People simply aren't like that. It has to be done through person to person contact, through getting people of all different backgrounds, persuasion, points of view, competencies, understandings and misunderstandings, actually caught up in purposeful work together. This can be done in the field in which I work through the representative citizens group. That group could be a PTA, or a citizens committee, or it could have any other name. But whatever the name, it must really reach out into the community and be broadly representative of the varying points of view within the community, the varying aspirations of citizens for themselves, their children and their children's children.

The third of the five public insights: that community involvement is absolutely essential for understanding and for getting any kind of creative action. Involvement, participation -- those are the key words.

To get this involvement often requires great changes in attitudes -- which can only come about through real participation, actual work for the goal, and through democratic processes.

The exciting thing is to see it work, and when it does, to see what happens to the people who have been involved, contributing, participating. All too often we do not provide the ways and means through which people can participate in a democratic fashion. We do have to start with their interest, do we not? So we have to know what their interests are. We say, in our counseling with school community groups -- people who want to work on a burning issue relating to good schools -- "You had better get in and study your community. What is your community? Is it the same community it was yesterday?" So often it isn't. Our communities are changing right in front of our eyes. So are our schools and the kids, and needs and problems that youngsters have.

A fourth public insight, therefore, is that often times self-interest is the dominant factor determining individual and, therefore, community action.

The problem is to get people to realize what is really in their own interest, which brings us back to study, fact-finding, by the representative broad-based group. It can't happen unless people do come together in study, fact-finding, analyze what facts they have gleaned, the meaning of them in relation to the problem under consideration.

The focus of citizen-school groups has changed in the past five years. It no longer is on structure and organization of citizens and committees and groups alone. It is on what happens within the structure. That is the key. Participation, alone, is not enough. The quality of the participation must be such that effective communication takes place.

One of our first community jobs must be the identification of leaders -- established or potential. One of our first jobs must also be the identification of the blocks that make progress difficult, an awareness of what our problems are in reaching our goals and carrying out our programs. This business of identifying and developing leadership.

When well intended citizens come to us for advice in organizing a citizens group that will really do a productive job, we ask: "Where is your leadership?" And often we have gone with them into the field and found that leadership doesn't seem to be there at all. We have suggested taking on a very simple area of study and communication, and relating a cross-section of people to this area. "Non-controversial" is usually a healthy guideline -- to give yourself breathing room in which to actually search for leadership, for the person who can be the catalyst with his fellows. And organizational structure should be simple. The objective is clear lines of communication.

There is no magical answer at all.

Communication -- you know as well as I do -- includes listening as well as telling. In our school field, we know printed communications are very important. They can be used to hold on to the people who have a favorable attitude towards good schools. But certainly person-to-person communication, as two of our speakers here said, is essential to change an attitude. And to get person-to-person communication, we cannot expect people to come to us. We have to go out to them.

For beginning groups and advisory committees these are major guidelines: to remember that communication includes listening as well as telling; and that going out into the community, in very planned ways, is essential.

The public education scene is pretty stormy now in communities throughout the USA. One of the challenges is to develop communications and cooperative study that will lead to a more affective working relationship among the three levels of Government: Federal, State and local.

Constitutionally and traditionally, of course, education has been a function of the States. They in turn have assigned responsibilities to local school districts. The State and localities have developed ways of working together on finance, on decision-making, on methods of operation -- ways that have worked, although with varying degrees of effectiveness. If we are now to meet the challenge already upon us so strongly, of developing a new partnership among all three levels of government -- Federal, State and local -- we must learn new ways of working together based upon mutual cooperation and respect. There is great need for franker and less evasive dialogue about administration and interpretation, in order to clarify the respective roles of the three government levels. I am talking of course, as you recognize, at the community level where people are, where they live, community by community throughout the land.

Finally, communication must be on an action level, not a word level, an action level by the truly representative or cross-sectional group of the community.

In all these endeavors for better schools, we must think today of a continuing process because of the rapid rate of change in our communities, in technology, in the mobility of our population. Continuous study, fact-finding and action on the part of all of the natural partners -- Boards of Education, teachers and community school groups -- are essential if we are to strengthen the capacity of our public schools to provide education and training -- both for our children and for their elders.

Thank you.

MR. FORREST: Thank you very much.

We have identified, I think, some of the missing links in adult manpower programs, and perhaps gone somewhere towards recommendations. At this point I would like to turn the floor over to you, first to identify issues which seem to be critical and then to work towards recommendations.

Would anyone like to address himself to this point?

DR. W. DEANE MASON (Administrator, Kennedy Memorial Christian Home, Martinsville, Indiana): I have something that has been weaving through my mind.

I asked my earlier question of the Senator in relationship to Louisiana, because it is rather interesting that they have come up with this very excellent program so quickly, and this is something I am sure all of us are looking for in many, many States. But one thing gave me concern -- his comment about the conservative spirit where people say, "well we have to be careful because we only have allocations for a period of time." This is true, you see.

Then we come, of course, to what Miss Edwards said, which ties in, that we have to have good, professional leadership to get the job done. The problem is to obtain the type of professional leadership you need when you have a short term projection.

Now, as a point of illustration. In the State of Indiana we have been struggling for several years on this problem. We have had some Federal money available for a couple of years, but we haven't been able to get the kind of leadership we want, because it was short term. You can't ask a professor from a university to move into this area on a short term.

We finally this year got a Director, on the basis that he is still tied into the university. He has security and he is doing this because it is being done with Federal money. But we don't know whether we can get the State to pick up the tab after two or three years to carry the program on.

Now if the Federal Government is going to say this is proven good, and the local government will not pick up the tab, of course a lot of people will say, let the Federal Government pay it. Meantime, it is a dilemma, and some of us face the problem of getting leadership and putting them in these jobs. Also, many of these jobs at this point are not paying enough to actually get the kind of professional leadership that we need. The way we resolved it in our State is the only way we were able to manage it at all.

MR. FORREST: Let me turn this back to you again, more towards the purpose of this conference, and recapitulate the problem as I think you have identified it.

One, the problem of obtaining qualified personnel for public administration in manpower areas; and

Two, the uncertainty of legislation, both as to the time lag and the short contract periods. How would you address yourself, or how should NCOA address itself to this problem in terms of policy? How can it help bring about a change?

DR. MASON: Well of course that is one reason I am here. I don't have the answers. But I do think this matter of community action on older worker training and employment needs to have a little more stability in the top echelon, that somehow or other that there needs to be a certain solid area. We recognize that there isn't going to be any let-up for a number of years because of the dropouts we have in our high schools and colleges today. They will provide us with our older worker problem 20 years from now.

So I think definitely it should be in the thinking of this conference that there be more solidarity or coordination of purpose with those who have the responsibility for training.

MR. FORREST: What the Government has been after is for the communities to coordinate themselves and I would say vice versa, the communities have been after the Federal Government. Perhaps the NCOA should try to promote more Federal cooperation.

DR. MASON: I think they should. I think there is even a point down in the grass roots.

I happen to live in a suburban area of Indianapolis. When a certain minister of the Presbyterian Church was seeking to get the inter-county committee organized so that we could avail ourselves of opportunities under the Economic Opportunity Act, he got strong reactions in several community organizations I belong to, on the basis of politics. It is a strong Republican area, and they felt that this was nothing but a Democrat program, and because of this they didn't want to participate in it.

This happened in the YMCA Board. It happened at the Lions Club -- just trying to get community organizations to back it up.

MR. FORREST: The question being the legitimacy of the local Community Action Program in its area of operation?

DR. MASON: Yes, that is right. He was trying to develop an inter-county council, to plan for extension programs under the Economic Opportunity Act. This was just an illustration.

MR. FORREST: This is a widespread problem in the Community Action programs. Would anyone else here like to comment?

MR. PAUL MENDENHALL (AFL-CIO-CSA Staff Liaison, United Community Funds and Councils of America, New York City): I have what may be a related question. I would like to address it to members of the panel or anyone in the audience.

As we all know the Office of Economic Opportunity places great stress on having the target population represented at the policy-making level in the anti-poverty programs. Is this a principle that commends itself in setting up these community or country-wide councils? I don't know. I am not supposing it should be, but the Senator mentioned who was represented on the committee or council in New Orleans, and I didn't hear of any representation from the groups that are to be served.

MR. FORREST: The point is, is representation of the target groups relevant to this type of operation with older workers. Would you care to respond to that, Senator?

SENATOR DEICHMAN: Emphatically, yes. The old story: if you want to find out, go to the source. There are observations of these groups that you can take advantage of.

The only problem I would see would be the matter of attendance at meetings or assuming the responsibility that would go with the assignment. But the idea of talking of masses and communities and these abstract terms, I don't like. I like to talk to individuals, with faces and names. The answer will depend on the individuals you appoint. I wouldn't see anything wrong with the basic premise.

MR. FORREST: Does anyone wish to comment further on the problems brought up so far?

Let me remind you again, that the productivity of this conference is up to you, and it is up to you to bring forward the problems you encounter in your particular operations and try and see if they are widespread and if so, what can be done about it.

MRS. RANDALL: May I make a comment and ask a question?

MR. FORREST: Certainly.

MRS. RANDALL: I was concerned a little about one suggestion made today, that since we have now had experience using MDTA with the younger worker, let's take what we have learned there and apply it with the older worker.

I had a feeling after hearing this morning's program, that we might be wanting to "jump the gauntlet," saying, "Let's get action, let's get results, let's get these people placed on jobs." I wonder whether or not there is any place here for some caution against generalizing that what we have learned about counseling and training in relation to the younger persons will be effective for the older worker.

The figures presented this morning would lead us to believe that we need much more in the way of fact-finding, analysis and experimentation. What is all right as training for younger workers may not be all right for older workers. We may need different kinds of professional skills and procedures to help the older worker; we are still not sure of this.

My question is: Can we or should we make any recommendations based on what we have learned from working with the younger worker and say, "Now we have the expertise, let's have the same kind of services for older workers?"

MR. FORREST: More generally this might expend into what types of research are called for. Specifically, how do you transfer the experiences gained in youth programs?

MR. EMMET M. WILSON (Community Development, Arkansas Employment Security Division): I would say you find a wealth of information at your nearest Employment Service office. This agency is charged with the responsibility for training needs surveys, on which all MDTA training is based. The experiences they have had in the youth programs could be related to the older worker programs, and of course this I think is where you would go to stimulate some action toward finding out what the needs of employers are who would hire older workers. We must have reasonable expectancy, not always a guarantee, but "reasonable expectancy of employment" before we can enter into a training program.

MRS. RANDALL: This is my fear: that we conclude that specialized services that are right for the younger worker are right for the older worker.

We might recommend that this is one of the things which NCOA should continue to promote at all levels of Government: much more in terms of research, demonstration, analysis. We don't really know yet; we are guessing.

MR. FORREST: Your recommendation would not be that the NCOA try to promote legislation for research into the problems of older workers?

MRS. RANDALL: I think it has to be more in the idea of demonstration, a specific staff trained to deal with the older worker. We need to understand that the lack of experience of the younger worker is not the same as too much experience in the older worker. Although both factors are directly related to unemployability, they are just not the same. In my community, Employment Services are shifting trained experienced older worker counselors to counseling with very young "disadvantaged youth" and vice versa. Maybe this is good and maybe not, but if you talk with the older worker counselors they feel very uncomfortable and ineffective when they are shifted, because they recognize the problems of these two groups are quite dissimilar. And yet, this is the crisis situation in which State Employment Services have to operate.

SENATOR DEICHMAN: I would like to inject a comment here. These are the kind of things that led me into this program to start off with. Sometimes you are cloaking it with too much theory or stratospheric quality that really doesn't exist in reality.

A fellow comes in your office and says, "I am down, I am hard up, I am having a terrible time." A few questions bring out that he's got a fine mind and education, but everytime you saddle him with responsibility he cracks and goes back to drinking. What is so mystic about that? You get the guy a job where he has responsibility that is within his capacity to accept.

What do you do with the carpenter who comes off of an industrial injury. All right, so he has collected his $14,000 for disability -- a leg amputated or something. There is no mystery about this kind of fellow. You get him with Vocational Rehabilitation. You get him located with a contractor who needs an estimator. A situation where he can utilize the knowledge he has already acquired through 10 or 15 years in his chosen craft.

Or a fellow with wartime injuries comes down with elephantiasis, winding up with terribly clotted legs and so forth, maybe complicated by drinking problems, a handsome well dressed fellow with a family. Certainly he can no longer do what he did for 15 years, checking freight on the river front. You find him a job selling, where he can sit down and sell and spare the legs.

There is no mysticism. This older worker usually doesn't need anybody to come tell him how to be motivated. He's got two or three kids, a rent bill. The question is purely and simply to try to adapt him and find an employer to take him on.

Another point, Louisiana was one of the first States to provide that age shall not be a deterrent to work. It's been on the books for years. On the other hand we have a very broad Workman's Compensation Law, that has been liberally interpreted by the courts and some of these heart attack cases, I expect, are going to present a problem -- with an employer who has a high Workman's Compensation liability rate or a strict insurance company. I am talking about older workers.

The biggest problem is to determine the real capacity of a person to be retrained in a particular occupation in which you know you can place him. I may have a dozen clerks and you may have jobs for a dozen fence cutters or something or another, but the person who can no longer fulfill a clerical situation may not be physically suited to go into a field involving manual labor. Those are the problems.

It is a business of fitting the shoe to the foot. There is no mysticism in these things. There are no abstractions. This is cold hard reality.

MR. FORREST: I would like to get on.

I am very surprised, given the state-of-the-art of training and development of older worker manpower resources, the extent of lack of knowledge, that no one here has any issue they want to bring to the floor. Can we have some more comments?

DR. MASON: I think the Senator has brought up a good thing in this matter of Workmen's Compensation. Maybe the National Council is thinking of this area of working with the employer themselves to train them to accept the retrained older person. In fact many places actually cannot employ them because of their Workmen's Compensation and insurance programs that almost forbid employing a person after a certain age because they are such a hazard. Many group hospitalization insurance programs cut off at 72, but a lot of people want to work after 72, even. This is a problem.

There are others. In New York City a couple of weeks ago we had a colored gentleman from the South who told about their vocational training program. He said a lot of their people were disillusioned. They went through the training program with a lot of enthusiasm, and then when they finished they could not get jobs. I was interested, Senator, that you said you have employment promises for all your trainees. Evidently you had calls for people, and the training was structured to feed them out. But I am sure across the United States lots of people are having a lot of difficulty finding jobs after they are retrained. I don't think it is a magical thing, do you?

SENATOR DEICHMAN: No, but this is a thing I have been doing for many, many years. As far as I am concerned it is a matter of individual interest. I think you have got to like people, understand them.

If you feel these things, some of it is going to rub off on employers and somewhere along the line you are going to get a result. It is not easy. You are going to get a lot of turn downs. All right, so you fall down. You pick yourself up, dust yourself off and have another go at it. You don't get discouraged and quit.

MR. FORREST: Dr. Mason, you originally mentioned insurance programs and then went on to the employment situation, in general, for the older workers.

DR. MASON: We need some type of educational material for the large corporation and the large and small employer. You know we have had quite a program the last 15 or 20 years for the physically handicapped. Now I am wondering, are we going to have to have this type of educational program that says, employ the retrained? I don't know.

MR. FORREST: I think we have sort of skirted the central issue here which is this: how do we get and maintain community action towards older workers.

One of the problems which I have been confronted with in talking to community groups is the problem of legitimacy of Community Action Programs, which you brought up before. The CAP functions are several. I would say the two most obvious are, first, to effect institutional change: the function of coordinating and serving as a funnel for funding various agencies and organizing services along objectives rather than departmental lines; second, the actual provision of services where there is no other agency to provide them.

There are some people here from Community Action Programs, and I think it would be of interest to hear from them -- hear what their problems are in gathering community support, sustaining it, and hearing about some of the bottlenecks and weaknesses.

Anyone care to respond to this?

MISS THERESA MAC MILLAN (Commission on Aging, Pennsylvania Citizens Council): I have sat with some of the CAPs and I do think that NCOA and the Office of Economic Opportunity were very forward thinking when they made a contract for NCOA to develop some models that could be injected into Community Action Programs to create employment opportunities for older workers. Many of the Community Action Programs are understaffed and not sophisticated in terms of providing employment opportunities for older people at the community level under the anti-poverty program. I think NCOA is in a unique position at the Federal level to bring about some of these new cooperative relationships that, in turn, seep down to the States. And I think NCOA needs to have more communications with the States through regional meetings, and not to wait until some guidelines come out from this conference a year from now. We are having to go through these throes in the next six to eight months, so I am suggesting some substitutes in the way of different communication lines.

The contract is beginning to pay off in our State. Mr. Jack Ossofsky (Director of the NCOA-OEO project) has been there and talked to groups, and now it is coming into actual communities. But I have talked to other people who didn't even know that it existed.

MR. FORREST: What does this suggest for NCOA?

MISS MAC MILLAN: The Office of Economic Opportunity is giving these NCOA-developed models out to communities to work on. I am suggesting that this is a good pattern for services. Maybe we need some models on how we better work with the Employment Services and some of these other groups that we are discussing at this meeting.

MR. FORREST: The suggestion is that NCOA expand its activity under contract to the Federal Government, to provide additional models.

MISS MAC MILLAN: In other functional groups.

MISS DOROTHEA L. NEWMAN (Deputy Director, OEO-NCOA Project, New York City): I think we are realizing now that communities need to look toward new means of employment for older workers and use some imagination in the development of new job categories as sources of employment. Making use of the life experience of an older person may mean training them as home health aides, or to do homemaker services, or to work with children, etc., in areas that we don't ordinarily think of for employment opportunities.

As a footnote we would be happy to send any of our models or we can be available to talk with you about them. The generation we are living in now is plagued with a shortage of professional staff in practically every area of the country. I think we have to look to the possibility of training the older worker as subprofessionals to cover many of the unmet needs of our society. Medicare alone is providing a number of services for which there is nobody to do the service.

MR. FORREST: What role would you say that NCOA should play in developing new careers for the poor or new careers for the older worker under Medicare?

MISS NEWMAN: We have been developing model programs that communities can use. We have a long series of ideas for models that are yet to be developed. I might say that the Medicare Alert program, which is going on right now, is one such model. We have two on employment; another on meals. We are anticipating multi-service projects, where older poor people are to be hired to provide services for other people.

MR. FORREST: It suggests to me that the NCOA serve as an information center and disseminate information which perhpas isn't being utilized as widely as it might.

MISS NEWMAN: One provision of our contract is that we do serve as program stimulators and as consultants to OEO.

MR. MENDENHALL: NCOA might be a little more aggressive in urging that OEO strike a better balance in terms of its resources for older worker programs. The emphasis has been on the youth in large part, and maybe this is something that we might wish to promote.

MISS NEWMAN: We have been very aggressive and continue to be on that score. There would be no program for the aged poor now if NCOA hadn't received this contract which came about because of the void.

MR. MENDENHALL: I am thinking of the fact that the person thinks of the $2 million Medicare program, which is peanuts.

MISS NEWMAN: Yes, though it is four now. It has been doubled.

MR. MENDENHALL: Whether that is sufficient, I don't know.

DR. MASON: I was under the impression that we would have a background paper from these seven cities where this retraining program has been carried on across the United States, as a background paper for this conference. So that we would have studied this to see what happened and what some of the results are. Have those been drawn?

MRS. RANDALL: Perhaps I can answer that. Some of them have just gotten started. The one in Cleveland is just six weeks old. Asheville I think is probably a little later. Only two have been finished. One monograph has been written.

DR. MASON: I though there would be some evaluation at this point.

MR. FORREST: Let me turn my original question around and readdress it to the representatives of traditional agencies who are here and to representatives of Community Action Programs who are also here today.

The Community Action Program, say in a city like Hartford, is not a unique funding agency. Youth Opportunity Centers come in through the Department of Labor, money comes in from HEW through the hospital, public health. It is very difficult for CAP to pull things together and develop a program for a given age group, for example teenage girls, because there is such a diversity of efforts in a community.

As representatives of the various agencies in your communities, what is your attitude towards the Community Action Programs. I know in some cases there is some feeling of competition. What is the feeling, what is your feeling as to the role of the Community Action Program? Any response to that?

MR. MENDENHALL: Does anyone here know to what extent Community Action Programs have funded programs such as this for older workers? Has this happened in many communities? Does anyone know?

MISS EDWARDS: The one I know intimately is the Community Action Program in New Rochelle, N. Y. There is just a first attempt to organize that program. The programs for educationally deprived youth, for dropouts, have been going strong and very successfully. But this is just starting.

MISS MAC MILLAN: I think we have four in the State of Pennsylvania.

MISS NEWMAN: Approximately a third of the people over 65 are poor, and they constitute one-fifth to a fourth of the total poverty population. Yet up until the time the Medicare Alert program was funded only some one to three per cent of OEO-CAP funds had gone toward programs for the older poor.

MR. FORREST: As far as my particular agency goes, Community Progress, I think we have been terribly negligent in this area. Dr. Belbin's program is the first program geared towards adults, other than the Basic Education program.

At this stage of the game it is almost time to close. I wonder if we could recapitulate the principal issues which have come up, such as they are, and try to see how much of a consensus there is as far as whether these actually constitute a problem.

Would you be kind enough to read over the ones you have.

MRS. RANDALL: One issue which seemed to suggest itself was the conservatism of the professional Public Employment Service staff, and, at the same time, the conservatism of the volunteer members who serve on Manpower Advisory Committees. Several suggestions referred to a need for more aggressive MDTA lay advisory committees, a recommendation voiced by the Senator.

Related to this was the need for better qualified and additional leadership. Part of this staffing dilemma is related to an unwillingness of professionals to identify with short term or temporary programs.

Suggestions noted here were for more adequate descriptions of staff leadership needs; for part-time opportunities to be opened up to professional leadership; and for development of lay leadership that has the potential to push for and encourage this.

Another issue referred to the inability of Public Employment Service offices to provide the Community Action Programs with specialized employment services for older workers without depleting its regular program staff. Growing out of this was the recommendation for more cooperative agreements between the local Employment Services offices and the local Community Action agencies of the Office of Economic Opportunity for the outstationing of Employment Service older worker counselors and placement specialists in CAP centers, the costs to be paid by OEO, under its recent agreement with the Department of Labor.

A further recommendation was that for long-term purposes, the Employment Service should be financed directly to operate outstation outreach services as an integral part of its ongoing programs.

Manpower Development and Training (MDT) programs, since their beginning in 1962, have focused, in the main, on youth. Just now we are beginning to recognize the potential of MDTA training for older workers. The recommendation here is that more research and demonstration projects are needed to determine to what extent the experience gained with the younger "disadvantaged" worker can be applied with profit for the older worker who is also "disadvantaged," and to what extent problems of the older age groups call for specialized treatment.

One of the problems pointed out is that every job applicant is a "disadvantaged" person, but that the length of time he stays unemployed will determine the degree of disadvantage. Therefore, we have recommended early identification of the older worker's special needs and early provision of needed services as a preventive. Such action could very well be tied in with the Community Action Programs which will be reaching out to identify these older persons.

The need for improved communications was identified as a very important problem: communication between layman and layman, between layman and professional, between different systems, such as voluntary and public, and between levels of government -- Federal, State and local.

There should be broad cross-section involvement of groups in the community at an action level. We need to identify the leadership for this involvement, identify the blocks to communication; develop a person-to-person communication mechanism, by using outreach rather than waiting for referrals; and continue fact-finding for analysis and planning among all groups in all systems.

Another recommendation proposed that NCOA promote more cooperation and coordination among manpower development and Community Action Programs at the Federal level.

There was an expressed need for more information, research and analysis on the older worker problem and communication of findings from the Federal government to the lay and professional leadership in State and local voluntary and public agencies. Such communication to state and local leadership should be before the Federal programs and policies are enunciated and handed down.

A further recommendation was for NCOA to take a more active role in developing models for community action to develop older worker employment opportunities -- models which can be adapted for action at the local level.

It was proposed that NCOA take more aggressive action in urging the OEO to use its resources in behalf of older workers.

Would you supplement these?

MR. FORREST: That covers most of the ones that I noted. I would like to ask if there are any objections to any of these proposals.

MRS. RANDALL: Could I just raise one question? Someone sitting beside me this morning suggested that he would not have come to this conference had he known it was not to disucss the problems of workers over 65. In other words, this points up the need for some new term. I don't know what the word is. Maybe NCOA could come up with it. Men don't seem to mind being called "middle-aged," but what are you going to call a woman between 45 and 60?

DR. MASON: The older adult.

MRS. RANDALL: This may probably be one of the reasons why we don't get community involvement from some employer groups when we talk about the "older worker." The typical employer feels that the man over 65 is well taken care of by pensions, by insurance and by Social Security. It takes an extra amount of education to try to get people, and employers particularly, to involve themselves on a real feeling and understanding and intellectual level, with the problems of an "older worker" who is someone from 65 to 60. Has anyone a different term to suggest?

MR. FORREST: I don' t. How about some of the staff of NCOA?

MISS NEWMAN: There is a lot for NCOA to do. We certainly need everybody else's help.

MR. FORREST: I think that NCOA is a misleading title. Has this come up before, and if so, what suggestions have been made?

DR. MASON: Are you suggesting that NCOA, because it has "Aging" in it, is misleading?

MISS NEWMAN: Our society is subjected to fragmentism, and we no more get through with one then we are subjected to another one.

DR. MASON: We don't have time to deal with it now, but the fact is that with the person over 65 who wants employment it is a matter of ego satisfaction, now so much a matter of financial remuneration as that a person, to want to live, has to have a reason to live, and producing goods is not all a matter of getting compensation but of doing something that gives you a sense of destiny and a reason for living.

I think sometimes we are missing the boat that we don't get a little more involved with this. This comes from the area of adult education under what type of education you give a person. We need to train some of the older persons to work to have a sense of appreciation for life.

MISS EDWARDS: We have found, in our work with the Citizens Committees for the Schools, that the real reason people work is because they feel they are needed, that people want their ideas, want their participation.

MR. FORREST: Originally, Miss Newman, you were talking about a problem of new careers.

MISS NEWMAN: I am always a little bit ambivalent on this point, because this is part of our middle class aura, that you live on your ego. This doesn't buy your groceries or pay your rent, and we do finally have to get down to something that is financially satisfactory.

MR. FORREST: I tend to agree.

DR. MASON: We don't have time to debate the issue.

MISS NEWMAN: Let's have both.

MR. FORREST: It is getting late. Does anyone wish to make further comments?

MR. MENDENHALL: Is there any problem because of the penalties imposed upon workers receiving Social Security payments if they earn over a certain amount? Is this a problem? I don't know. I just present the question.

SENATOR DEICHMEN: Well Congress just lifted the ceiling to $1500.

MR. MENDENHALL: Is that adequate?

SENATOR DEICHMAN: Anything over $1500 you are completely cut off.

MRS. RANDALL: That is by month. You can work by month.

SENATOR DEICHMAN: If you take a job as a night clerk in a hotel, you are going to work from month to month, and your total annual earnings would be in excess of $1500. Bing, you forget your Social Security.

I might say that in connection with the MDTA program, in Louisiana I did steer legislation dealing with that particular problem, in order to encourage people. Anyone receiving public welfare who took advantage of the MDTA program is not to be interrupted or disturbed in his eligibility for assistance during the training period.

If you bring people to increase their earning capacity, you will ultimately, to some degree or other, reduce the amount of dollars that have to be spent in public welfare assistance. This is an argument to use with the conservatives.

MR. FORREST: In manpower programs, where a reduction is made, is this Federal legislation?

SENATOR DEICHMAN: I understand that it is.

DR. MASON: Mr. Chairman, I don't know if this is the way we function, but if so, I would make a motion that this group go on record as accepting the statements which Mrs. Randall has read as the confirmation of our deliberation for the afternoon hours, and that we place these on record with the National Council.

MR. FORREST: Thank you very much.

It has been proposed that we form a consensus and vote upon the issues which have been presented for us. Will you respond with a hand or an aye. All those in favor?

(Chorus of ayes)

Opposed?

(None)

MR. FORREST: We will so go on record.

If there is no objection I will suggest that we close the session now. There being no objection this is all of it.

(Whereupon, at 5:00 o'clock p.m., the meeting was adjourned.)

Panel and Workshop II

REACHING OUT TO FIND AND MOTIVATE THE HARD-CORE UNEMPLOYED OLDER WORKER

The panel was convened at 2:00 p.m., Monday, January 17, 1966, Mrs. Ersa Poston, Director, New York State Office of Economic Opportunity, presiding.

MRS. POSTON: Good afternoon to all of you. I am sure that most of you were here this morning and had an opportunity to get some feeling of what the whole focus of the conference seems to be.

We are very fortunate to have on our panel four people who have really been on the battle front. We will introduce them as they give their speeches rather than now. I would, however, like to introduce to you our very good recorder, who has the responsibility of trying to report (1) what we really feel are the key issues; (2) what the problems are, and (3) our recommendations for action.

We are very concerned that this and all other sessions offer you the opportunity for free exchange of ideas, to think boldly, and if need be, to think controversially. We must find new ways of getting at this very serious problem that has brought us together.

Our recorder is Mr. Frank Walsh, President of the Washington, D. C. Chapter, the American Society for Training and Development.

It seems to us that one of the biggest problems in the whole poverty area has been recruitment or how do you reach, find and motivate the hard-core unemployed older worker. It is logical therefore that our first speaker should be one who has had the responsibility for developing such programs and for selecting, and training recruiting staff.

We have a biographical sketch on our first panelist. I will not attempt to go into great detail, but there are points I think you will find very interesting. Mrs. Ruth Douglas Baker,

our first speaker, is a true mountain woman by virtue of having been born and reared in the mountains of western North Carolina and having lived and worked there most of her adult life. Her ancestry is mountain people for six to eight generations, the first one coming into the mountains in 1749. Mrs. Baker has lived in nine of the 16 counties in the western section of her State.

She was educated in the public schools of North Carolina and received her first degree in Agriculture from the University of Tennessee, with a major in horticulture and a minor in agronomy. She later returned to the University of Tennessee and received her degree in Home Economics. She has also done graduate work in the Humanities at the University of Kentucky, my home State, and at Appalachian State Teachers College.

During the war years, when the men were in service, she worked as a county agricultural agent in Haywood County, and she worked for various agencies under the Department of Agriculture. She has had 20 years experience in the social service professions, almost six years of this spent with the Welfare Department, and she also has run a farm.

Mrs. Baker was the first president of the Dula Springs Community Improvement Club at Weaverville, N. C., has held various PTA offices, was a Girl Scout leader and taught the intermediate group at the Methodist Church for many years.

Currently Mrs. Baker is Director of OMPER Project GROW, sponsored by the Buncombe County Committee on the Aging, Asheville, N.C., and by the National Council on the Aging.

Mrs. Baker is to discuss "The Selection and Training of Recruiting Staff."

MRS. BAKER: Thank you. The subject of selection and training of the recruiting staff is going to be treated under two large headings.

First we will deal with generalities that may apply to more than one Experimental and Demonstration project, and, secondly, we will deal with these basic principles as they were used and applied in Project GROW which by the way stands for Growth for Rural Older Workers.

The first prerequisite in the selection of any project staff is a thoughtful reading of the contract and a thorough study of the project plan. The project plan is a road map. It sets forth for you where you are going, the general direction in which you should be heading, and it reminds me of something that happened to a friend of mine, and this is typical of mountain people.

This boy was quite good as an electrician and he worked for several years in New Orleans. One day at lunch time he came home and said, "Betsy, get the children in the car, get the things ready, we are going back to North Carolina. I am getting tired of this old water down here, I am going back to the mountains." So everybody rushed and got ready and got in the car and they started out. After a while his wife looked over at him and said, "Clyde, where did you say we were going?" He said, "Foolish woman, I said we was going back to North Carolina." "Well, Clyde, if we are going back to North Carolina, what is the sun doing going down there in front of us?" "Betsy, it don't make no difference where that sun is going down, we are making good time."

So if you don't read that project plan you just might be going down the wrong road and not making too good time. Now let's see what it is that the project plan does for you specifically. It tells you what area you are going to be working in, or gives the geographic location. It gives you the general broad characteristics of the people with whom you are going to be working. It tells if they will be young, old, rural or urban. Then it gives what lawyers call the specific performance clauses, what you are supposed to do for these people, how many of them you are supposed to reach, and the specific things. This is the Experimental and Demonstration part of your contract.

Now to get to Project GROW. We are located in western North Carolina, Buncombe County and Madison County. Buncombe County has the county seat of Asheville, a city. Madison County has Marshall as its county seat, and it is a rural county.

The target group we are trying to reach out to are rural men and women 50 years and older who are unemployed or underemployed. We have to reach at least 300 people and give them services of some degree, supportive services, and we must train and place on jobs and help to keep on those jobs 100 people. Fifty of them through OJT.

Now I am not going to go over all of these Experimental and Demonstration features of Project GROW. Just a few will explain why we have to reach out in this particular project. We are to explore the year-round job areas which can be obtained locally for which there will be an increased demand and which give due recognition to the special needs of the mountain resident.

We mountaineers don't want to leave the mountains. We like the climate, we like the water, we like the people. So we want to stay where we are and have something done to help us where we are.

So we are to go a step farther and determine the kind of job opportunities that can be created for the local, rural, older worker; identify occupations in our region in which age is an asset. We are to explore those special techniques needed to help the older worker in the southern Appalachia area to rediscover themselves, uncover latent talent and develop potentialities. We are to explore the special techniques, services, and cooperative efforts of community agencies needed for the successful identification, motivation, training and placement of these people.

Now we have set forth here the area in which we are going to be working, the broad characteristics of the people with whom we will be working and some of the things that we are going to try to develop with these people. Just one more thing we need to know: That is some of the special characteristics, if you please, of the people with whom we will be working. We need to know this so we know our targets -- if we are after bears or rabbits, because any old mountaineer knows you won't catch many bears in a rabbit trap. So we have to know just exactly what kind of people we need who can best reach the target group.

Now here are some of the basic characteristics of my people. Of course, the mountaineer doesn't consider himself different, quaint, or unusual. He is just himself. He is constitutionally, and this is really important for our recruiting staff at Project GROW to understand, he is constitutionally opposed to regimentation and resists routine.

Our mountain people want to be able to go fishing when the time is right, or bear hunting in season and deer hunting and so forth. Our mountaineer is a student of legend and folklore but he doesn't give a darn about history. He knows that some families are of good blood and have rich land and other families are "trash," but he has little concept of class. A mountain man who guides a millionaire on a bear hunt feels that he is at least the millionaire's equal, if not his superior in most respects. The mountain man is individualistic and independent. He sets his own standards about the way he will tend the crop, raise a family or vote in an election, and he does not take kindly to the efforts of other people to impose their standards upon him. He speaks a language of his own and has coined his own figures of speech, such as "dry as doodle-dust." That is pretty dry, believe you me. Another one we hear quite often is "What's your hurry, you come to borrow a fire?" So you see we are still living pretty close to the pioneer age.

However, right here a word of caution: The mountain people have a surprising grasp of the meaning of words that they would never use, that are not a part of their vocabulary but are understood. This is an example of something that happened in my early childhood: We had a northern Presbyterian school teacher who came into the area right following the Civil War and did a wonderful job of teaching but never quite understood this peculiarity of the mountaineer to understand the meaning of big words. We had a barn that burned in the neighborhood and of course early the next morning all the neighbors and relations and everybody were standing around looking at the ashy remains and commenting upon it. This school teacher rode up and looked over the scene, and he looked in our general direction and said, "Was the conflagration of incendiary origin or spontaneous combustion?"

I wasn't right sure what he was talking about and a little boy next to me pulled down on his dad's coat tail and said, "Paw, Paw what did he say?" His Paw looked down at him and drawled, "Son, he just wants to know was she sot or did she cotch?"

This is really important in working with our people. As you see, the mountaineer makes up his own jokes, makes up his own mind about the character of his neighbors. Another really important thing about us is that we are unaccustomed to working in cooperative groups. That goes back to this very great individualism and independence. Therefore, to be reached, our mountain people must be approached on an individual basis. Down in Madison County, I got out and went up and down some of these trails and talked to the people and now they begin to come in and this is what they have all had to say: "Well this sounds like a Government program that's got some sense to it because you are using 'the family approach'." We hadn't ever thought we were using the family approach, but they mean we are talking to everybody in the family through home visits.

Now we have got our background laid, we know where we are working, whom we are working with,and we know some of their peculiar or particular characteristics, so the next logical step is to develop criteria for staff selection and we will begin again with the general.

The first characteristic you are going to look for in selecting staff is the ability to establish rapport, be accepted by the group you are trying to reach. And this means they must have a sincere and contagious interest in the client group. And the ability to be at ease with individuals and make them feel at ease, the ability to accept a client,recognizing both his strengths and weaknesses, and the perception to evaluate accurately the subtle undertones of the client's attitude and reactions. You have got to have people who believe in what they are doing. Believe you me, people can detect insincerity quicker than anything. Then, especially in our area, because we sort of speak a language of our own, the staff must have the ability to use a vocabulary that has meaning to the client group or the target group, and right along with this is the ability to make the client a member of the conversation, talk neither upnor down but straight across to him.

The second thing is they need some practical knowledge of the problems of the client group.

A third general characteristic is the ability to document accurately, concisely, clearly, objectively and honestly one's own participation and the client's response.

And a fourth, the ability to analyze situations and identify pertinent factors. The ability to grasp new ideas and new concepts, an inquiring mind which searches for new ideas, to be receptive to innovation and have the initiative oneself to innovate and follow through; and to have tenacity, a willingness to find another approach and try again.

Now we have got what a staff member must have to succeed generally and then specifically what it takes for him to establish rapport with the client group but there is one more thing: Your people must be able to work with other staff members. One of the best things that helps you work with people is to have a sense of humor, to laugh at yourself, to see the ridiculous, to have the ability to accept and take part in a critical analysis of your own work. You know, we sort of dislike to have our brain child torn apart, so to speak. It takes a lot of objectivity to enter into this, the ability to participate in an interchange of ideas. Some people do very well except they take all the time from the group instead of doing some giving.

Now we will come back to the specifics of Project GROW. We were looking for people with a rural background because we are dealing with rural people. We were looking for someone who had a knowledge of rural, mountain folks and their problems. We were looking for people who could relate comfortably with the client group, and people who had a spontaneous and contagious enthusiasm. Well now we have the criteria.

Next, where are you going to find these people? Well, we found ours by putting ads in the newspaper and from the Employment Service and some from my Advisory Committee, and then we got some referrals from members of the staff who had already been hired. So now I have them, and I am ready to orient them and I have four minutes to do this.

We had a unique situation in our orientation in that members of my Advisory Committee headed most of the community resources. There was the manager of the local Employment Security office, and he conducted one session. His topic was "How to Avoid Ideological Entanglements." Remember, the mountaineer takes politics and his religion really seriously so you have to deal with both sides of the aisle, or you've got your foot in a tar baby.

We then had the young man and his assistant who work with adult education who came over and gave us a very interesting talk on his work, which directly involves our work.

Then we had Dr. Stevens who heads up the Health Department, who helped us with orientation on recognizing and overcoming physical limitations of persons 50 and over.

Then we did a rather interesting thing. We took the Superintendent of Schools in Madison County and the Director of Public Welfare in Madison County and gave them the same topic: "Characteristics of the Client Group." We got some very interesting results from that.

Then we moved into a session on interviewing techniques, which was conducted by Miss Frances Schon, Employment Consultant for the National Council on the Aging. And we found that the nondirective or oblique interviewing technique applied particularly well to our group because it provided the good old homey, relaxed atmosphere in which the mountain men or women have felt free to express themselves, their hopes, their fears, their attitudes, what it is they have done, which gives you their work history, what they would like to do, and what they really feel about things.

One of the ways we began this orientation was by memorizing the MT 101 — the "applicant characteristics" form required for all Manpower program clients. The point back of this was that it gave the staff a certain feeling of confidence and ability to guide the conversation along lines that gave pertinent information. (It didn't make any difference in the information went down in the middle of the form. They had it. It doesn't make any difference which end of the rope you tie around the mule's neck as long as you get the mule.)

Now to sum up, all of us on my staff came to the conclusion quite early that since we were agriculturally oriented, we were going to be teaching prople how to grow things and how to grow them better and grow new things, that we needed more time than the project's 15 months; that we needed at least two years. I think this would be true in any agriculturally oriented program. You just have to plant the corn, and you just have to wait until it grows and see how the crop will turn out.

Another thing that we came to was that staff orientation is like education. It is a vital fluid on-going thing. It takes place everyday. And there are certain steps in your orientation that your staff is not ready for until after they have a background of field experience.

And the last thing is unless you are going to be like Clyde going down the road making good time, you need to continually review and study your contract with particular attention to your project plan.

Thank you, ladies and gentlemen.

(Applause.)

MRS. POSTON: Thank you, Mrs. Baker.

Our next speaker is Mr. Frederick Miller, who is the director of the Feeder program for Opportunities Industrialization Center in Philadelphia.

Mr. Miller is the Director of the program which is providing pre-vocational training for all the vocational trainees of OIC, and it has been Mr. Miller's responsibility to formulate, organize, develop and continually refine this program.

The Department of Labor and Office of Manpower, Automation and Training awarded to OIC a grant totalling nearly one-half million dollars. The grant made possible the development of this component and the OIC.

Mr. Miller, as a young man, has had varied experience,and aside from the position which he holds now as number one man in this program he is further preparing himself through his graduate studies as a doctoral candidate in Educational Psychology at Temple University.

Mr. Miller holds his BA from Rutgers and Master's in Education from Temple. He is a former businessman, manager, public relations specialist, public school teacher, as well as a college instructor and supervisor in teacher training,and his teaching experience includes junior and senior high school and special classes.

Mr. Miller brings a great deal of very practical experience to the position which he now holds and of which many of you have been hearing. His subject this morning: "Neighborhood Church Volunteers as Recruiters."

MR. MILLER: Thank you. My colleague has been gracious enough to distribute a brochure which I think adequately describes the program, at least in some detail.

At this point I think it would be helpful if I simply give you a little background on what OIC is.

The Opportunities Industrialization Center is basically a program of self-help, started by a Negro Baptist minister in Philadelphia. The executive director is another minister in Philadelphia, and part of the whole story and background of OIC is quite germane to the topic I will address myself to now.

Dr. Leon Sullivan is the architect, and of course OIC's chief promoter and designer.

This is a program not only of self-help, but it is primarily designed to recruit, motivate and train adults -- adults from age 22 to whatever upper age it might be.

For instance, 55 per cent of the trainees are in the age ranges from 22 to 40, and about 17 per cent of our trainees are over 40.

Obviously, the trainees over 40 represent different problems at a different magnitude of difficulty than the younger age groups.

I won't go into great detail about the characteristics of our population. The brochure, I think, quite adequately depicts the general racial background of our trainees. For the most part they would be characterized as those who didn't enjoy the fruits of the educational scheme; for the most part these are people who don't qualify for instance for MDTA programs, as a result of a testing program that is administered by the local State Employment Service.

At least 97 per cent of the trainees we work with are within the guidelines for those who are characterized as being poor. The poverty-stricken and, you might add, long-term unemployed, often quite difficult to motivate, with long histories of poor attendance and poor employment opportunities and often very little income over a long period of their existence.

One-third of all the trainees we have prepared for vocational training at the Center have been public assistance recipients, and this has continued to be the case over a period of about two years.

OIC started not in 1954 as on the brochure but in 1964, so I think it is quite fitting that we have been fortunate to participate in this Council on the Aging Conference before we have had really much opportunity to do much of that (aging) ourselves as an institution, but I do think we have some unique features which will be of interest to you.

Opportunities Industrialization Center was born out of many frustrations and many unmet needs of large masses of people who for many years have been deprived of opportunities. If its origin could be traced, it would perhaps go back to a point in 1958 when a group of Philadelphia citizens banded themselves together in an effort to stem the rising tide of juvenile delinquency in this community. A city-wide committee against juvenile delinquency was formed under the dynamic leadership of the Rev. Dr. Leon H. Sullivan. This committee recognized that inactivity and unemployment among youngsters were major causes of juvenile unrest.

In order to counteract this unemployment problem (which was twice as great among Negro youths in Philadelphia as in the white community), a Youth Community and Employment Services program was begun. In the first five years of its operation, the program interviewed more than 7000 young people per year. Out of this yearly number only 1000 were placed in various jobs. Despite all efforts the other 6000 applicants were unable to find employment. An evaluation of those not hired showed that many lacked the skills or training necessary to meet the requirements of industry.

In the Fall of 1963, a city-wide committee of 100 technicians and community leaders met at Zion Baptist Church and decided to launch a community based vocational training and retraining program on a massive scale. It was also decided that this self-help training program would be known as the Opportunities Industrialization Center, Inc.

Indicative of the broad community acceptance of this program, the City Council of Philadelphia permitted the newly formed organization to use an old abandoned police station for its training program at a cost of one dollar per year. An initial gift of $50,000 from an anonymous donor provided the money necessary to begin the rehabilitation of this four story building. Other significant financial support and donations of equipment came from a number of important sources such as, industry, unions, fraternal and civic organizations and religious groups. A number of foundations made financial contributions to the program including a $200,000 grant from the Ford Foundation. In the Spring of 1964, a Community Fund Drive spearheaded by 1000 community volunteers raised $102,000.

On January 26, 1964, the idea of Opportunities Industrialization Center became a reality with the dedication of its first training facility at 19th and Oxford Streets, where a crowd of 8000 people joined in to welcome and support the community program. Less than six months after the opening of that self-help training center all the classrooms were filled and there were more than 5000 applicants on the waiting list.

In order to hold the interest of the thousands on the waiting list, a new concept in prevocational training called a Feeder Program was instituted specifically designed to help individuals who could not qualify for vocational training. The training received at the Feeder helped to raise their academic backgrounds so that they could be "fed" into OIC classes as well as other conventional training programs.

With the launching of the Office of Economic Opportunity in June of 1964 to mobilize the human and financial resources of the Nation to combat poverty, the successful experiences of the Opportunities Industrialization Center's self-help training program came to the attention of national officials. Through the cooperation of the Philadelphia Anti-Poverty Action Committee, this community-oriented training program received funding to expand its training facilities into West Philadelphia, Germantown and South Philadelphia.

Opportunities Industrialization Center, always the innovator, reached deep into the grassroots and established an Adult Armchair Education program and developmental centers in neighborhood facilities and residents' homes, in an effort to bring a fuller motivational program to its citizens. Because of our experiences, concepts and successes, many cities across the country ask, and receive our help in setting up an OIC replica in their localities. Our sincere belief in the "Whole Man Concept", our technical and professional know-how has helped us to grow and expand from one building to a destiny that cannot be denied--a nationwide OIC network.

Volunteers played a very significant role in the initiation of the OIC program. For one thing, they helped in this whole area of spreading the word. They were really the foundation or nucleus of a community network of communication, not only to attract additional volunteers but to reach people who really need the training that the program provides.

The volunteer method helped also to foster a sense of pride and worth with the trainees whom we were organized to help. Quite simply, the message was this:

> "When other people are willing to give their time, whether it be night or day or otherwise, you should be willing to help yourself and make your time and energy available. If you are willing, we have plenty of people who will give money and give equipment. They city and State governments are giving buildings, the Federal Government is giving financing, your neighbors, your friends are willing to give of their professional talent. And all these things are mobilized to help you to help yourself."

So this adds to the whole strength of trying to get people to do something about their own employment. This is very basic when you are trying to motivate the hard core, those who are often described as the unreachable. And one way to reach them in any community is through the local churches.

Now let's turn to the neighborhood church volunteer as a recruiter. Remember, he is not only recruiting other volunteers, but trainees, funds, sources of support. He will recruit a lot of things.

The utility and function of a recruiter is best evaluated in the context of the objectives to be achieved. Any kind of recruitment effort, whether it be for high level executive personnel, sales personnel or for individuals to participate in a training program, requires planning and a program designed to effect the stated objective.

The neighborhood churches constitute an excellent source for recruiters to seek out the average citizen in the given neighborhood. It is true that all people are not members of churches and that all people in a given neighborhood do not necessarily frequent the neighborhood church. Nevertheless, the churches provide an important word-of-mouth communications network. One church member, for example a grandparent, might be effective in reaching as many as a hundred people. You multiply that by the many church members and you can begin to imagine the numbers that can be reached. A well presented appeal on the part of the church leader such as the minister to the general congregation will often result in such undirected efforts to spread the word. And this has the effect of bringing the message to the attention of the leader people who respond as potential beneficiaries of the program or as potential recruiters or supporters in other ways.

It should be emphasized that the neighborhood church volunteers, as recruiters within the Negro community, would have a certain effect and response which may or may not be true of neighborhood churches in the general community from which you may come.

Within the Negro community in particular, the neighborhood churches represent the only institutions which are independent, fully owned and operated by the community membership. Now, messages with a sufficient urgency and effectively communicated by the respected leader to the neighborhood church congregation usually are excellent starting points to reach the total Negro community directly or indirectly.

Neighborhood churches are attended by all age groups in the community in varying numbers depending on the program of the particular church. Where churches have young people's organizations such as young people's choirs, young adult study groups, et cetera, this is usually a good source to begin to develop the network for recruitment among younger people. The same is true of older age groups, depending on the message to be communicated.

OIC volunteers recruited through neighborhood churches have enthusiastically assumed the responsibility for the OIC fund drives. Many have then continued to provide other services in the various aspects of our work. Those recruited initially to assist in raising money have since gone on to work as aides to teachers and counselors, clerical staff, when the fund drive activities ceased.

Whenever needs are communicated to potential volunteers, particularly those people who are church-oriented and have been recruited through church contacts, they bring a certain dedication and a helping spirit which is not always manifested among volunteers who are recruited from other sources.

It has been our experience that the recruitment and utilization of volunteers requires somewhat the same policy and philosophy of acceptance of all who come -- whether as volunteers or for training.

OIC attempts to provide a service to all applicants who come for training. This is quite a challenge. For many people are quite difficult to help. The same is true for volunteers who come as a result of neighborhood church contacts. Mass participation by a real cross-section must be encouraged. We have found, as would be expected, that our church volunteers function best as recruiters of people with characteristics familiar and similar to their own. The most affluent and more highly educated church members are not effective in

the recruitment of lower status and less fortunate individuals than themselves; and vice versa. Therefore many people must be provided an opportunity to help in order to develop those who will most likely be effective. You can't be too picky or good potential volunteers will initiate a program of self-screening. So it is sometimes necessary to create work in order to prevent this kind of screening out.

Neighborhood church volunteers have been effective in our program and can be effective in others. If you are fortunate enough to get yourself involved with another program of OEO called VISTA, volunteers like ours can provide a great deal of service. This will be true of most funded projects in the starting stages. And volunteers can also provide an excellent source of motivated, trained and experienced -- at least somewhat experienced -- paid staff when and if a program gets started and is continued.

Thank you very much for your patience and attention.

(Applause.)

MRS. POSTON: Thank you very much, Mr. Miller.

We still will have an opportunity to raise questions and go more deeply into how some of the resistances are overcome when you are trying to reach your recruits.

Our next speaker is a former nutmegger I know from our State of Connecticut. He was formerly Director of the United Community Service of St. Joseph County Incorporated in South Bend, Indiana, co-sponsor with the National Council on the Aging of Project ABLE.

William Aramony now lives in Coral Gables, Florida. We welcome you to the cold weather.

He received his education at Clark University in Worcester, Massachusetts, with a Bachelor of Business Administration degree and received his Master's degree in Community Organization at the Boston College School of Social Work.

He has had varied experience. He has worked with the Council of Community Services in South Bend. He was campaign director and budget director for the United Fund of St. Joseph County in Indiana. He was executive director of the United Community Service of Columbia, S. C. Then he returned to Indiana as executive secretary of the United Community Services, and now his present position which is stated on your program is executive vice president of the United Fund of Dade County, Miami, Fla. His subject today will be "The Worker Advisers of Project ABLE, South Bend, Indiana." And we welcome you, Mr. Aramony.

MR. ARAMONY: Thank you.

This panel's topic is, as you know, "Reaching Out to Find and Motivate the Hard-Core Unemployed Worker." My immediate reaction was that the South Bend experience was inappro-

priate to this panel's topic. After all, our experience was largely, but not totally, addressed to workers who had a long history of employment with a single firm... an average of 30 years. However, the very attribute of a long employment history with a single firm gave the Studebaker worker some of the same problems to overcome as faced by the hard-core unemployed. The South Bend problem then was to reach out and motivate the hard-core employed worker who suddenly became unemployed.

The "Worker Advisers of South Bend" were a part of Project ABLE (Ability Based on Long Experience). This program was designed to assist the unemployed worker over 50 years old. The project grew out of the Studebaker Corporation closing its automotive production in South Bend. Instituted by the National Council on the Aging and financed by the Office of Manpower, Automation and Training of the Department of Labor, the program was coordinated and administered by the United Community Services of St. Joseph County. The project sought to marshal the full and effective support of the entire community to the end that every unemployed worker over 50 years of age would find suitable employment.

The urgency of the problem is documented with these numbers: of the 6800 employees at the time of the announced closing, 3000 were over 50 years of age. The average length of seniority for this group was 30 years.

We found these people to be fearful and insecure. After all, for generations...you remember the Studebaker father and son ads... families worked at Studebaker. Sure there were ups and downs...but from covered wagons to the Avanti, the company was always there ...a job was always there...over 100 years of continuous operation. For the farmer, the soil was there despite drought and rain. For the Studebaker worker, the plant would always be there despite temporary set-backs.

Even after the public announcement of termination of production, and while the plant was being phased out, workers with seniority continued to bump those with less seniority rather than look for new employment. The company would never stop production...really.

On the surface, the Studebaker worker would not share with the hard-core unemployed the problem of lack of skills. But the contrary was true. For the vast majority of workers, their automotive experience was not transferable to other jobs. To turn a screw on an auto frame on an assembly line does not qualify you for very much.

In addition, these workers were inexperienced in the ways of seeking employment. Unsure of themselves, fearful of failure, they were reluctant to expose themselves to tests, training or job interviews.

In one sense the Studebaker worker was more vulnerable to despair than the hard-core unemployed. He had lived a normal life for many years...earning income...paying taxes... supporting a family...sending his children to school. Out of job-seeking market for many years, proud of himself as a producer, it was a tremendous shock to lose all of this overnight.

There is no greater measure of despair than ending of one's own life. Two suicides, to my knowledge, and maybe more, were directly attributable to the closing of Studebaker and the inability of many of the workers to adjust to a changed condition.

It might be well for us to state Project ABLE'S general purpose:

> "To demonstrate to the entire nation that even in a crisis situation, resulting from a plant shutdown, due to automation or closing of defense installations, large numbers of workers over 50 years of age can be returned to productive employment through:
>
> (a) effective mobilization of total community resources;
>
> (b) highly intensive individual counseling of older workers;
>
> (c) creative job development in the total community; and
>
> (d) enlarging employment opportunities by identifying job openings in other labor market areas and providing assistance to older workers who desire to move.

In drafting the project proposal we recognized that the single most important task was to reach and motivate the worker. You can develop resources and you might be highly successful in opening up job opportunities for the older worker. But unless you could develop a relationship with the worker who needed help to enable him to take advantage of training and job opportunities, you were doomed to failure.

How do you begin to motivate someone to do anything. You must be able to reach something in him...to "strike a chord" to cause him to first believe and then want to act.

In order to "strike the chord" which would bring response, your Worker Adviser had to be someone who "understood" the dilemma of the older worker, who was "sympathetic"... someone who really cared...and who was personally committed to do something about the problem.

In selecting the Worker Advisers, our job was to recruit those individuals who had the highest probability of success. Thanks to Les Fox, then Vice-President of Studebaker Local 5, who was the first man I recruited, we secured able dedicated men from the workers' ranks.

This gave us a tremendous "in"...we had people as Advisers who "knew the score". They were sensitive to the problems and concerns of the older workers and had the personal concern and commitment to want to do something about it.

Individually, we selected union leaders who were highly respected and had demonstrated their acceptability by being elected to office. Others were chosen because of personal leadership qualities. These individuals were screened most carefully to be sure they really did care and that their sincerity was beyond reproach.

How do you demonstrate that "you really care". You don't do it by conducting perfunctory formal interviews to build up your report. You show concern by making a contact and following up. You keep your man in the best frame of mind possible so that he can take advantage of the opportunities open to him consistent with the reality of his situation. So confidence develops between Adviser and worker when you do not merely make a contact and then forget. But living with and sharing...buttressing the first forward movement. By getting the fellow who drove ten miles to the plant gate for an interview and turned around because he was fearful...to turn around, go back and try again.

But to "strike a chord" within the worker to motivate him is not enough. He must develop confidence in himself that he is employable...that he does have hope.

How do you do it?

You do it with "little things"...little things that count. Like respecting him...listening to him...going the extra step for him. The tremendous relationship that developed between advisors and workers was evidenced when workers brought their wives or other members of their families with them when visiting their Advisers.

Wives were highly influential in determining what the husband would do...and the "better halves" were special targets of our publicity efforts.

Blue collar workers with written resumes were workers with added dignity and were very well received by employers. "Rehearsal" interviewers with Advisers and counseling on appearance were standard ingredients.

It was only after establishing a relationship based on understanding and trust that the Worker Advisers developed a detailed work history of the worker. From this work history a written resume was prepared for each man. A copy of the completed resume was sent to the worker for use in his own job seeking activities and the other copies were retained in the Project for referral use as job openings developed.

An ABLE referral form was used on all referrals made by the staff. A copy was given to the worker and copies were retained for use in following up the referrals. This follow-up served as a vital link between the worker and the Project. It indicated to the worker that referrals were not made just to get him out of the office.

An ABLE "reminder" was given in writing to each worker about his appearance when he was referred to an employer. This reminder drew to the attention of the worker that those

who were positive in their attitude and neat in appearance had the greatest chance for success. In addition to this reminder, a full length mirror was installed on the office exit door with this message: "THIS IS HOW YOU APPEAR TO PROSPECTIVE EMPLOYERS."

The Project's follow-up activity was a continuing process with those who remained unemployed. Personal interviews at Project offices or at his home were regularly conducted. He was not forgotten. In addition to reassuring the worker, it gave his Adviser the opportunity to make suggestions or referrals, to give advice on changed conditions, and to up-date his resume.

Written resumes, rehearsal interviews, counseling on appearance were all important. BUT THE BIGGEST MOTIVATOR OF ALL WAS SUCCESS STORIES.

Early in the ball game we knew we had to have some winners...if the rest of the workers were to be motivated.

SUCCESS STORIES published in our newsletter "Able Actions" were mailed to every worker ...and repeated by word of mouth. We bombarded every medium...fully and regularly. We got the St. Joseph County Medical Society to take a random sample of 50 workers, give them physicals and broadcast to the world that they were able to handle full time employment.

In a word, we created a community climate which made it impossible for worker or employer not to know that someone cared...that help was available. This climate opened doors to job developers...and an ABLE referral slip meant something in getting a job. How well this was done is demonstrated, at least in part, by the fact that fifty per cent of the workers were self referrals.

We have not and will not have at this session the time to discuss the work done by the Job Developers. Obviously, to seek out and motivate a worker to take tests, undergo job interviews or training, without the development of real, honest-to-goodness job opportunities would be bad faith at its worst and disastrous to the objectives of the Project. The energy and drive of the Worker Advisers was matched with a highly dynamic and successful job development program. The fantastic spread of services provided by the Advisers is most interesting. As part and parcel of the service rendered, the following services were performed:

1. **resume service**
2. **unemployment compensation**
3. **pensions of all types (Studebaker, Veterans)**
4. **Social Security benefits**
5. **surplus commodities**
6. **direct relief**
7. **referrals for counseling on severe personal adjustment problems**
8. **journeyman card applications**

9. individual and group insurance matters
10. small business loans
11. high school diploma or certificate completion
12. F.H.A. and V.A. mortgage forbearances
13. local finance company loan forbearances
14. M.D.T.A. referrals
15. Indiana Employment Service referrals
16. Vocational Rehabilitation; and even
17. car pools.

How intense was it? I picked at random a report during a period when I was not in South Bend...for the months of March and April, 1965. OVER 1400 INDIVIDUAL FOLLOW-UP CONTACTS WITH REGISTRANTS WERE MADE. OVER 4000 PEOPLE WERE REACHED AND HELPED.

I would be remiss if I ended this presentation without giving a few case examples. We were not always able to place every worker. But even in failure, we had a measure of success...because always and at minimum, the worker and his family knew that someone really cared.

Case History of Mr. J. T.

When Mr. J. T. registered with the project in April 1964, he was 53 years old and had been unemployed since November 1963. At the time of registration he stated that he had been hospitalized for a short time a few months earlier and didn't feel well enough yet to accept a full time job, but he expressed an interest in MDTA and was sent to the Employment Service for testing. In August one of the Job Developers called Mr. T. about a job opening and learned from his wife that he had been hospitalized with a brain tumor. This information was relayed to the Worker Adviser and Mrs. T. was told to call the project if she needed any assistance.

The Worker Adviser contacted Mr. T. again after his release from the hospital in October and upon learning that he would be unable to resume work, advised him to make application for a total and permanent disability pension through the Studebaker Corporation and the Social Security Division. Application was made and a few weeks later Mr. T. received word that his Studebaker pension had been approved and would become effective in November. Subsequently, a letter was received from the Social Security Division disallowing the pension application, and a review of the application was requested and is still pending. The Studebaker Corporation pension office was contacted again and as a result, the amount of Mr. T's pension was doubled.

Due to the nature of Mr. T's illnes, his wife was forced to quit her job to care for him and this placed them in financial difficulty. On October 27, 1964, Mr. T. was committed to a Veterans (mental) Hospital, and Mrs. T., assuming the role as head of the household and having no income, became delinquent with the payments on her home and utilities. Local and tax supported agencies were contacted by the Worker Adviser and Mrs. T. received assistance from the Portage Township Trustee Office and the United Community Services "Family and Childrens Center". The mortgage holder was contacted and a mortgage forbearance was granted for 18 months. In February, Mrs. T. made application and was accepted for MDTA training in the upholstery class which is currently in progress.

Despite all the problems encountered by the couple, Mrs. T's hopes for the future are very high and she looks forward to the day her husband will come home. She expresses extreme gratitude to the project and has stated, "every time things looked the darkest, someone from "ABLE" was there to help me".

Case History of Mr. G. T.

Mr. G.T., aged 62, a Negro man, was contacted by one of the counseling staff on April 17, 1964. At that time he came in to register, somewhat dejected, forlorn, and seemingly psychologically defeated. He had been laid off at Studebaker after some 20 years of gainful employment.

Through information obtained by employer contact by a member of the Job Development staff in reference to a job opening, Mr. G.T.'s case history and resume were correlated to a possible job availability at the Logan Adult Training Center. The job involved supervision of mentally retarded persons in a sheltered workship situation.

Mr. G.T. graduated in 1926 from Lincoln University, Oxford, Pennsylvania. It should be stressed that Mr. G.T. was not aware of the possible job opportunities he might qualify for other than general factory work until the Job Development man motivated him toward other areas.

Mr. G.T. agreed to an initial interview with the director of Logan Adult Training Center. He reported back as instructed and was told that he would be asked to meet with the Board of Directors who would be directly responsible for his appointment. He was encouraged to follow-up this opportunity and a resume was developed for him by the Job Development staff with his assistance. Throughout the interview process, Mr. G.T. was extremely anxious, and received much support from Project ABLE staff.

Mr. G.T. appeared before the agency's board, was interviewed for approximately one hour and was told he would be contacted the following day. When Mr. G.T. was notified the following day of his appointment to the position, he reported back to ABLE to speak of his good fortune. He was highly elated and could not offer enough praise for the entire staff that had motivated him back toward productive and gainful employments.

Mr. T's final statement before leaving the ABLE office was "God bless you all" and "I can put bread back on my table."

Mr. T. has reported for work and follow-up contacts will be made to determine his progress.

Case History of Mr. F. G.

Mr. F. G. is aged 60. He last worked for the Studebaker Corporation in December 1963. At that time, he was employed as an elevator operator. He has a long history of chronic illness and he suffered the loss of four fingers in an industrial accident about 12 years ago. Mr. G. was visited in his home on May 21, 1964, by a Worker Adviser. Because of his physical condition, Mr. G. had indicated a desire to apply for permanent and total disability Social Security benefits and total and permanent pension benefits from the Studebaker Corporation. He requested the Worker Adviser to assist him in this process. He was advised to immediately apply for total and permanent disability Social Security benefits. However, he could not apply for Studebaker pension benefits until a 26 week disability period had elapsed from his last date of employment.

On July 6, 1964, the Worker Adviser once again contacted Mr. G. for the purpose of making this application at Studebaker. An appointment was made for him to appear at the Pension Office on July 9, 1964. The Worker Adviser working with Mr. G. accompanied him to the Pension Office on that date. Based on the medical evidence submitted by Mr. G's personal physician and the Studebaker doctor's physical examination, Mr. G's application for disability pension was approved to become effective August 1, 1964. On August 10, 1964 Mr. G. called the ABLE Project to notify his Worker Adviser that the Social Security Office had informed him that his application for disability Social Security had been approved. On August 24, Mr. G. again stopped in the ABLE office to inform his Worker Adviser that he had just received his first Social Security check in the amount of $117 and his Studebaker disability pension check in the amount of $48.50. On September 10, 1964, Mr. and Mrs. G. addressed the following letter to the ABLE Project:

September 10, 1964

ABLE Project
410 West Sample Street
South Bend, Indiana

Attn: Mr. Lester Fox

Dear Sir:

Having received my first permanent disability check from Studebaker Corporation, I wish to take this opportunity to thank you and everyone concerned, especially, Mr. Steve Yandl, for his time, effort and consideration given to prove my case.

My wife and I well realize the calls and paper work involved to secure my permanent disability and our thanks and appreciation hardly seem ample in trying to make you realize what this has meant to us.

Congratulations are certainly in order to each of you for the work you are doing for the older workers like myself, in giving us a sense of security which we all strive for.

Wishing ABLE Project continued success, we are,

Sincerely yours,

(signed)

Mr. F. M. G.
and
Mrs. E. R. G.

Case History of Mr. M. L.

Mr. M. L. is 51 years of age. He last worked for the Studebaker Corporation in December 1963. When first contacted by the ABLE Project in April, Mr. L. had found employment working as a counter salesman for a local firm. Mr. L. contacted the ABLE Project in June to advise us that he had been laid off from his job and was in need of services from the ABLE Project. On July 22, 1964, Mr. L. participated in the UCS-ABLE Project Medical Examination. Mr. L. also took advantage of the High School testing program that had been arranged by the ABLE Project which was designed to qualify eligible applicants to receive a high school equivalent certificate in lieu of a high school diploma. On July 15, Mr. L. called the Project to advise his Worker Adviser that he had received his High School Equivalent Certificate. On September 2, Mr. L. was contacted by his Worker Adviser. As of that time, there was no change in his status -- he was still unemployed and looking for work and he was drawing unemployment compensation benefits. In September, Mr. L. was called by ABLE for a job referral at a local industrial plant as a grounds maintenance man. Mr. L. reported back into the ABLE offices to advise us that he had been employed at the job to which he had been referred. On September 28, he addressed the following letter to the ABLE Project:

Dear Les:

Through you I would like to thank the people who were responsible for me getting employment at W.H. as a grounds maintenance man. It sure is a pleasure being back to work. I have answered countless ads in the newspapers -- most of them were for college graduates 19 - 26 with 10 years' experience. Well, maybe not that bad, but they all wanted young men. What are men over 35 supposed to do? Too young to retire and too old to get a job. Again, I want to thank all of you people who are doing a good job for the men and women who are over 50.

Yours truly,

(signed)

M.L.

The purpose of Project ABLE, and the purpose of this meeting, is to develop ways to help people live their lives as fully as possible.

Thank you very much.

(Applause.)

MRS. POSTON: Thank you very much.

Our last panelist is a Professor of Industrial Education at Tennessee A & I State University in Nashville, Tennessee. His present position is Project Director of OMPER and Coordinator of Manpower Development and Training courses at the Institute.

Among his professional memberships would be listed the National Planning Association, American Society of Planning Officials and the Regional Planning Association of New York, New Jersey and Connecticut.

Mr. Hayes M. Howard will speak to us on "Mobile Recruitment."

MR. HOWARD: Thank you, Madam Chairman.

I will deviate from my prepared speech as most of the information has been covered.

In our recruiting in Nashville we encountered many of the problems mentioned by former speakers. We are a land grant University that represents the people of the State and its surrounding areas, the urban area, the metropolitan areas and the local area.

There was little being done to locate the people, recruit them, motivate them and catalog them. A number of projects had been started. Our project was begun less than a year ago. We used a new method, one that would employ modern tools and techniques for reaching the various extremes or the various extreme characteristics of the population.

Being located in Nashville we were somewhat disadvantaged. We have a large non-white population in the lower Mississippi Valley. That is west of the Tennessee River and east of the Mississippi River, north of the state of Mississippi and south of the State of Kentucky. To the east of us we have the eastern Cumberland mountain citizens. You have heard a lot of their music and background culture from the Grand Ole Opry.

We did not have enough people in middle Tennessee to begin any type of Experimental and Demonstration project and therefore had to depend upon those populations of the two extremes.

Let's go back to the soil itself and look at the mineral resources of the State of Tennessee, how it is arranged in relation to the water tables or to the river basins. From this we began to analyze and found that the majority of the non-white population lived in the sandy area, the loose sandy area. The majority of the white population we were interested in reaching lived also in the sandy area but it was a compact sand area. It is the area of the beautiful Tennessee crab orchard zone. From that standpoint we began to work.

We sent small groups into the area, the first one or two trips talking mainly about nature itself. No training project was discussed. The same procedure was carried out in west Tennessee. We talked to the young people and some of the older people. Eventually we began to talk about the soil, how our forefathers tilled the soil. We found out how the people of west Tennessee were thinking. Then we went back to east Tennessee and started to talk a little about training, the possibilities of training, the advantages of training - because "there are certain facilities in the State of Tennessee that could help raise the basic economy of your area and you could probably participate in that basic economy and live at home."

The next logical step would have been to stir up more curiosity. This, however, takes a while. Our time was limited.

We talked with the people in east Tennessee about coming to our school and taking three or four courses. Questions were asked, "Where would we live?", "I have to send some money home". Their questions were answered as to living accomodations, subsistence, length of stay, etc.

The next trip we would discuss our program further. We would find several people interested.

From this point we incorporated our techniques of planning, going above citizen participation. We began in the area of agency participation. We have the various farm agencies, welfare agencies, educational agencies, and labor agencies. We attempted to locate all of the major offices and found that the majority of the offices in both areas, west Tennessee and east Tennessee, were substations, open only once or twice a week, or every other week.

This is how the idea of using the mobile unit came about. We believed it would be wise to use a mobile office to reach the people in the local communities. This mobile unit which would be an office could use the principle of any automobile on a highway. It had a number of advantages above an ordinary vehicle or automobile. We could travel on the highway, literally; also we could travel on the highway of employment security, the highway of higher education, secondary education, and elementary education. These are advantages you have when you are operating from a land grant University, because it serves the people in all functions of life.

Further evidence of the advantage of using the mobile unit is expressed by Bill Davis, Executive Director of the Metropolitan Action Commission of Nashville and Davidson County: "The Metropolitan Action Commission's experience with mobile units as a technique for reaching and serving people has been a favorable one. The Family Planning Clinic program is using a mobile unit to expand its services to the remote areas of Davidson County. Many families have been served who either could not or would not visit stationary clinics. The same results were achieved in recruiting applicants for basic education and skills training programs. Our Information and Education Program will also make use of a mobile unit in the near future..."

An example of the mobile unit in actual use has been included in the booklet, MDTA, A Summary of the Manpower Development and Training Act of 1962, As Amended, published by the Department of Labor in December, 1965.

Traveling on these various highways or avenues, you have a chance to meet the people. We call it the power structure of that particular agency. In dealing with this type of recruitment, time is very essential. You must get to the point, get the job done and return before the local people actually understand what has happened, because if you leave the discussion or you leave your problem or your program too long, and it is debated, quite often you lose or miss your entire objective.

By being acquainted with the power structure, we submitted a plan that would help the various agencies to perform the governmental functions that the agency was designed to perform. In this way we began to find out the number of people in an area who were sincerely interested in training.

This was our primary objective.

We began to catalog (using an application form that was expedient; two-thirds of the information you could gather without writing anything down). We found very few applicants who were willing to sit down with us to fill out an application form. Usually when we talked three or four minutes and then wrote a few lines we had all the information we needed. We began to compile, catalog, and separate this information according to the characteristics we needed and/or were interested in. By going through the various communities we found it would not be wise to recruit with the mobile unit for longer than one day at a time. On the

basis of this observation we set aside four days for recruitment. Those four days represented geographical areas of recruitment of a distance of 100 to 160 miles apart. We had only four and one-half hours to recruit.

To be successful in carrying out this procedure you must set up community councils. In-between the time of our first visit and the time we sent the mobile units in, we set up community councils. The community councils functioned very well and were quite effective.

In advance of the day of recruitment we had to use another method. We had to travel on a specific avenue since we represented the Tennessee State Board of Education. We asked our Commissioner to send a letter to all school superintendents in the State of Tennessee. Although we were only going to recruit in four areas or regions, we were interested in having this information blanket the whole State. The notice was sent out a week before recruiting day. This procedure was planned thoroughly because the day that we went into a particular community we had to go to the Superintendent's office. There were some who were hostile to the program, but there was little that could be done because the Commissioner had given permission to use the school gymnasium or cafeterias or other facility. So, we had a place of assembly to begin recruiting. With a mobile unit you must have a place of assembly so that you can at least have some people on hand, if no more than 10 or 15. Then you can begin to place your program before the people on the local level.

At this point you will find you will have many people who are eager to participate in the program but won't be interested in coming inside at all. You may find that you will have so many people on the outside trying to get information, while at the same time you have some people on the inside, that you will become overcrowded on the outside in the mobile unit.

For example, in Brownsville, Tennessee, we visited the high school. We had 322 people to talk to us on the inside. That afternoon, one-half hour after the program was over and an hour before a basketball game was to start, we also interviewed the same number of people outside. We only had a certain number of blanks. We ran out of blanks. We could not actually record the number of people we had outside, but we did it in a shorter length of time than we did on the inside.

To bring the whole program into a close focus, at first we designed a mobile unit to create an image. It was composed of four units, a five-passenger car, a 39-passenger bus, a 40-foot furniture van and a utility truck. Those units traveled as a caravan to create an image as it moved on the highway, with the advertising on it. We were escorted into the city by either the city police or by the Tennessee State Highway Department. That is a matter of safety. It helps to combat what possible civil disturbances you may have. We had to plan for all of those things in the beginning, especially being members of the non-white population.

We had another project at the end of the year which dealt with counseling and cataloguing farm labor in 21 west Tennessee counties. There were 200-plus families there with

incomes of less than $3,000 per year. We were able to interview, counsel, and catalog 22 per cent of that number. This time we used a different approach. Instead of using the caravan type of approach we used what we called a mosquito approach or yellow jacket approach where you send one small object into a remote area and actually work the whole area and come out quickly.

To be able to do that, instead of sending one we would send three. We found by analyzing our cost that we could send three effective small units into an area and do a better job at a more economical cost than we could using the caravan to create an image.

If you have any questions, I will be glad to answer them.

MRS. POSTON: Thank you very much, Mr. Howard.

Now there are rules. I think according to our instructions the panelists may challenge each other or raise questions with each other. You may direct your questions to any of the panelists. You may raise questions among yourselves.

The floor is open for all of you, so we are ready to go if you are.

I may tip you off to one thing. Mr. Aramony has to make a plane, so maybe if you want to pounce upon him at any point you had better take advantage of it because he is going to dash out of here very quickly.

MR. HENRY E. RICHARDS (Coordinator, MDTA, Florida State Employment Security Commission): My question is this: I spoke to Mr. Aramony about his situation in Dade County and asked him if he were acquainted with the fact that we are in the process of developing a 500 man multi-occupational MDTA training project in the City of Miami proper. I hope that he will get into the situation in view of what he said about his experiences in South Bend. And I wonder if he has any specific suggestions to us in terms of the outreach in this particular community. I don't know how long he has been there, but I presume he has been there long enough at least to get his feet wet a little bit.

Do you have any comments in general as to how you would go about reaching or outreaching in Miami?

MR. ARAMONY: I have been there about 19 months, long enough to be exposed to its problems; also long enough to know that you have a very complex community. The geographic areas in which you are interested would be restricted. These areas can be identified and worked on intensively. There are certain organizational hooks you can use. The Economic Opportunity Program for example is an excellent one. You have a naturally agressive program there that might help you reach the kind of market you talk about.

MR. RICHARDS: Thank you.

MR. LAWRENCE ZANE (Teacher Training Staff Specialist, MDTA, Department of Education, State of Hawaii): My question is to the entire group, but particularly Mr. Miller and Mr. Aramony.

I have heard the suggestion that staff be selected and recruited from among the peers. In my discussions this morning with several members from Detroit, I get the idea that we might do a better job if we were to select our staff from among the unemployed, in cooperation with the State Department of Labor.

I am not so sure this is a good idea, but it strikes me as worthy of discussion. I wondered what the opinions of Mr. Miller and Mr. Aramony first, perhaps, and maybe the other members of the panel would be.

MR. MILLER: I will address myself to that one. I would recommend that in any program designed to motivate and recruit and provide some positive program for any ethnic group or any group with particular characteristics, whether it be mountaineers or city slum dwellers or whatever, you would be wise to recruit staff from among like people.

Our experiences in Philadelphia have been especially good because Negroes themselves started a self-help program to motivate other Negroes. As a result people who needed the program responded by the thousands where other training opportunities such as those provided by MDTA, etcetera, were simply not taken advantage of. Our program had its positive image among leadership they could trust, not simply doing studies and surveys and that sort of thing, but positively getting results, opening up opportunities.

We design our own criteria for staff selection and we are not too impressed with all Negroes and, say, gilt-edge credentials that many could present, but we are more impressed, first of all, with an intellectual appreciation of what we are trying to accomplish. Fortunately in a market like Philadelphia you can select people who are qualified by virtue of experience and training who also have the sense of concern and dedication.

The trainee program in Philadelphia was literally inundated with applicants. A school which was designed to train about 700 a year received over 7000 applications from hard core unemployed people, when other opportunities were going unused.

Where we need a professional, obviously we have to hire one. But as many non-professionals as professionals work in our program, and when I say non-professional I am talking at all levels, those who help administer, those who help counsel, those who help teach, etcetera, all of this of course under the design and coordination and supervision of the professional staff.

MR. ARAMONY: I would endorse what Fred has to say here. One of the issues we had to decide early was, do you hire professional workers? Whom do you hire?

I was criticized, but I would do it again and again. We hired people who had a feeling for what they were doing, and I would definitely go that route.

In MDTA, your survival rate is a key issue. Getting a body into the training is one thing. Having him survive the training, stay with it all the way, is another. I think I would watch out for my ancillary services to buttress the guy, to work out problems he may have, because if he has any insecurity at all, it will show. You have to have someone available, someone he can reach, who can support his staying there. It may even involve getting a homemaker service to take care of someone at home in order to keep him in school. These are the things you have to watch.

MR. PETER PESOLI (Field Coordinator, Southern Rural Training Project, Knoxville, Tennessee): You bring up a point that causes considerable concern, to many people. This is a failure to distinguish between methods of recruiting in urban and rural areas.

You mentioned that it makes no difference if it is mountaineers or city folk, when recruiting. I think it does.

Let me emphasize one example. I don't think you can over-recruit or over-publicize in the city because, as you mentioned, there are other programs available. If the applicants are not selected for this particular project, there are often other possibilities. But, in the rural areas, this would not be so.

I was concerned when Mr. Howard mentioned gathering 600 people in one day in Brownsville, Tennessee. I know he probably couldn't have taken more than five or 10 of those people.

A great deal of social discontent occurs here. After a few days of recruiting, you pull out. These people live there. Then when somebody comes in on his footsteps, following on his heels, say months later, in an attempt to recruit, I don't think he is going to be received favorably -- he might be looked upon with jaundiced eyes.

I could cite other examples. So I wonder if enough attention has been paid to some real distinctions which should be made. In a sense more harm than good occurs when you over-publicize programs when you are going to accept only one percent of those people at best. When there's nothing else you can do for those people in a matter of months, you make it doubly difficult for a group that follows. I wonder if either the panel or the people here would comment on the important distinctions between rural and urban recruiting.

MRS. POSTON: Before we address ourselves to this question, has our friend from Hawaii heard enough from the panel on the value of using indigenous leaders or peers in recruitment efforts?

MR. ARAMONY: We haven't converted him, I can tell.

MR. ZANE: No, not to my satisfaction. I would agree 100 percent on the use of peers, but you must remember the technique I suggested of using the Employment Service.

Here is a man who is skilled, unemployed. He is among his peers generally. He is unemployed too. Shall we hire him to be a teacher-trainer? Is this such a good idea? This is what I am getting at.

MR. ARAMONY: What is your market? Who are you trying to train?

MR. ZANE: I am thinking of any person in this category, unemployed and older, generally older.

MR. MILLER: Maybe you are taking the term "peer" too literally. The unemployed have peers who are employed. It does not mean you take X numbers of the people you are organized to serve and they then become staff for the rest to follow. It doesn't mean that at all.

You hear the question often: How does the help get to the poor? One way it gets there is to use the people themselves as staff members to help other people. This means go out and get those who need the program and use them to help the professionals relate to those they are organized to help. It doesn't mean just literally take the first participants or the first beneficiaries, let's say, and then staff your program in order to serve the rest. It is not that literally possible.

MRS. POSTON: I think Mr. Howard would like to talk to this question. Then we will move on into your question, Mr. Pesoli.

MR. HOWARD: It is very hard to supervise a program when you do not have the necessary tools and personnel to meet the requirements. It is a hard matter to find people we need for MDTA, because this is a new area, an area that encourages creativity.

You have to try to get as close as is possible to the director of the Employment Service. There are professionals who are interested in this type of work. They may not be the best professional teachers, but they may have three or four characteristics that will be very vital to your program -- strong points to support the lay people that you choose as helpers.

Another point that may be valuable: You can use a man and wife team. Say, for instance, the wife is in Communications and the husband, the skills instructor. If you keep them together, similar to group instruction where you keep all the instructors closely together, you will find that man and wife team will begin to work together. They will begin to help pull the other people in.

You will be surprised how you will begin to motivate the student who has appeared to be quite indifferent.

As a case in point, we instituted a new electronics course. We did not have an instructor at the time so we used an electrical engineer and an electrical contractor. We combined them. Before long we began to bring in their wives as lay assistants. They were qualified under the rules and regulations of the MDTA.

Then we were confronted with the problem of finding employment for our first class. We knew that we had a very good program. So we began to use the teachers and their wives as job placement officers. To our surprise, they placed all of the electronics trainees in jobs. They did not stop at county lines, city lines, or State lines. Out of the 36 people in that particular class we placed 19 in Huntsville at one time, four at another company, and we then placed the others in major companies in the State of Tennessee.

We would not have been as successful had we not used man and wife teams and professional and lay people together.

MRS. POSTON: Mrs. Baker would like to speak to this point and then we will move on.

MRS. BAKER: A word of caution about using the peers. Too often they can't relate because they are too close to the client group to be comfortable with them.

A man who has pulled himself up by his bootstraps, so to speak, is oftentimes very unsympathetic with his neighbor who has not done this also. One basic reason for this is if everybody can pull themselves up, then the fellow that has pulled himself up would feel like he hadn't really accomplished too much.

It is fine to use people who have a knowledge of the problem but are not really too close to it. Too close, and they will not be comfortable. And if you are not comfortable with them, they are not comfortable with you, and they are not going to play in your ballpark.

MRS. POSTON: I think we have gotten four opinions about the use of indigenous leaders, or the use of peers.

What we may have gotten a bit confused about was at what point do we use the peers? How do we, with good judgment, use the peers? Do we use them to reach the hard core for recruitment purposes? Do we train them as non-professionals or sub-professionals to give supportive services to the professional?

I don't think we have any consensus on this, but I think you have gotten the words of caution and I think you also have gotten some indication that there are levels at which the peers may be used, if it is done with a plan that is not threatening either to the recruiter or to the recruitee.

Is that pretty much what we have summed up?

MRS. BAKER: Yes.

MRS. POSTON: Now to Mr. Pesoli's question of the danger of over-extension or over-recruitment when we can't produce training enough and must reject because of lack of funds or lack of facilities or lack of programs.

MR. HOWARD: We realized that this was going to happen in the very beginning. This is why we worked hard to try to get a supplemental program, a much larger project this time, covering 21 counties, all of west Tennessee. Using this larger area, we developed a type of referral program. This particular job order called for locating 2000 persons who would be interested in farm labor within the State, intra-State or inter-State.

Now, to do that type of job, right away you run into a terrific problem because the majority of the landowners in West Tennessee are agricultural people. We can't take that labor away from them. Therefore we developed a referral system designed to catalog people and refer them to at least three additional programs: one for the Office of Economic Opportunity; another for the 13 river basin developments of the TVA system; and the third, the new MDTA program.

By making the survey and counselling and cataloging the people, we got a chance to get down to the grassroots and actually found out what particular individuals were interested in who lived in this very remote area. We could talk with the man. We found out he would be interested in three or four things. And we passed that information back to the interested agencies.

The avenue that we traveled on this time was through the Office of Economic Opportunity, through the county court, through the police force of the various areas, you see, and, through them, we got down to the people who, actually or potentially, were liabilities to the community or to the government.

I don't have the exact figures, but out of the more than 45,000 persons of all ages -- infancy up -- whom we catalogued in our survey we had nearly 5000 people who were interested in some type of training.

We referred this information to the Employment Security people.

This grant was under the U. S. Department of Labor and it was conducted by Tennessee State University with the assistance of the local Employment Service. We gave what information we had to the Employment Service director, and as the job orders would come in for inter-State work or work within the State, the referrals were made from that.

It opens up a broader avenue for referral by recruiting or interviewing a far larger number of people than you can use. It builds an entire program. It enlarges the function of a land grant university serving the citizens in the area of referrals and education offices that were before unheard of. Therefore the recruitment efforts had several purposes -- linking training with jobs and working with the State Employment Service.

MRS. POSTON: In other words, Mr. Howard, the recruitment efforts you made had several purposes. One would be for specific kinds of training programs that you would set up, based on information you would have on need. Is this linking training with job?

Than you saw yourself in another capacity jointly working with the State Employment Service as a feeder of information about other kinds of jobs that might be available, inter and intra-State, that would flow through the employment center. This I presume would cut into many age categories.

MR. HOWARD: Yes.

MRS. POSTON: Can you recall how your recruitment succeeded with older persons, because we all seem to agree that recruitment is more difficult with the 45-and-over.

MR. HOWARD: Of the persons we interviewed, 11.1 percent were 60 years of age and over. Also, 36.1 percent of the total number interviewed represented the labor force, 19 through 59 years of age. And the rest were under age 19. We can break it down to within five year periods, if necessary, to get exactly what we want.

It is a good thing to know, that when you deal with a large segment of a population you have a chance to get a much broader picture of a larger number of intricate parts in the overall situation and can analyze it from any angle or perspective that may interest you.

I find that it is better to deal with 45,000 people than to deal with 600 or 700. I believe we can render a greater service to that number, proportionately.

MR. RAY FERRIER (Director, Adult Education, Detroit Public Schools, Detroit, Michigan): I think the point that has been raised is a fine one and, in terms of recommendations, we should consider it. The idea of raising false aspirations and hopes and not coming through, especially in vocational training, must really be considered by anyone who hopes to receive Federal support for projects to help older unemployed potential workers.

I have another recommendation to suggest.

Anyone who has been involved in the "financial brinkmanship" of Federal programs must realize how damaging to students, the staff and all who come in contact with these programs, is the problem of working to "June 30" deadlines, or not receiving funds until six months of the financial year have expired. The problem is especially severe when providing job training because of the lead time necessary to write the program, scour the country to provide equipment, for example, automatic screw machines; set them up in operating condition, find non-professionals in the vocation area who must be trained as instructors, all before the grant expires. All this must be accomplished while the administrator does not know whether or not he can plan for the following year. He knows it may even be necessary to cut back on the program if funds are cut.

The lack of time to initiate, expand and continue such programs is almost the kiss of death.

If this group wishes to support the Government's becoming involved in such efforts, which possibly is the only final answer, then we should recommend that somehow administrators have to be allowed more lead time and have assurance that such programs will be funded for several years at a minimum.

MRS. POSTON: Thank you.

I think this also was certainly one of the strong recommendations from Mrs. Baker that I am sure our recorder will include as a part of a recommendation from this group.

MR. MILLER: If I can make a comment here, my organization is a private non-profit corporation, one which simply started out of this whole effort, and we have learned that our kind of organization just has to provide other sources of support.

If you are a Federal agency, or an employment center, etcetera, that is another story. But if you aren't, you have to plan very carefully, make sure you don't totally rely on a given grant from the Government. It would be wise, in fact, to initiate your own efforts to raise money. In addition to foundation support there is always philanthropy. We have been very fortunate, and as Reverend Sullivan says, thank the Lord. We could go on for months, long after Federal grants cease to come. Certainly not to the same degree, but it has been our objective to keep it that way, even when we get Federal grants. If a 10 per cent contribution, in kind or otherwise, is involved, we raise our own 10 per cent as best we can. We don't even rely on the local city government for that, because this is the beginning of inroads of control and patronage and other kinds of things. There has to be a certain kind of independent attitude of self-help among the heads of an organization if you intend to impart this to those people you hope to motivate.

MRS. POSTON: I think we had a question here.

MR. MICHAEL F. WIDMAN (Director, Research and Marketing, United Mine Workers of America): We are finding ourselves in the situation of facing a shortage of qualified manpower in the coal industry.

This may sound new to a lot of you and it is just on the horizon now. There is nothing acute about it at the moment.

We have gone through this wringer of mechanization like most industries, but ours was one of the early ones, out of economic necessity, in the highly competitive energy field.

Now in the current contract that we have negotiated, we have seniority lists. When a mine mechanizes, it places the employees not needed on a list which is designated as a

panel. The company takes from that list or panel those who qualify for other job classifications that may become available.

Our union has a meeting set up with the Manpower Training Department of the Department of Labor within the next 10 days. We have just now decided to start a training program. A study was made during the past year by our Research and Marketing Department as to the status of the panels throughout our jurisdiction. Much to our surprise, we find the panels, so far as qualified men are concerned, are almost exhausted throughout the Nation. Now for the first time we are beginning to see newspaper ads seeking qualified miners.

We have some problems here that are peculiar, I think, to our industry over others. We have various State laws that try to protect a man's life and limb as he works in the mine. We have Federal laws that do likewise.

I can say to you, without fear of successful contradiction, that younger men today don't want to go underground in a coal mine. There are too many other more glamorous occupations, such as electronics, space and aviation and so forth. Nevertheless we are going to try to retrain as many as we can of the older miners, those who find themselves in the 45 to 55 group especially, to the point where our pension takes hold.

We have some 70,000 old miners over 55 who are on our miners' pension plan which is administered jointly by the signatories to the contract.

Our industry is one of the most hazardous. The life of every man in the mine depends upon the acts of one single individual in many cases. In other words, if he doesn't know about gas and how to conduct himself in a gaseous mine, he may forget and light a cigarette and blow up the mine and all of his colleagues.

Now we must have a very careful plan of teaching by people who know mine safety. Now, what I am asking here is: does this panel have any suggestion on how to man such a force of teachers in this particular field? How do you find them? Where is your source? Do we have to find these teachers ourselves?

I may be a little premature here, talking this way to this panel, since I have this meeting scheduled at the Labor Department within the next 10 days.

MRS. POSTON: Thank you. I would look not just to the panel when it comes to a problem like that. If I take a look through our listing here, we have more experts in the audience than you would ever find up here on the platform, and we would certainly like to have the thinking of this total group.

Mr. Walsh, this might be a point at which you might help us in terms of this whole personnel and training thing. In every meeting we go into, the cry today is where are we going to get the people to do the training. This is across the board, whether we are dealing

with the technical fields, the humanities or what have you. This whole thing of personnel.

MR. PESOLI: I can offer this for an opener. You mentioned the 30,000 or so mine workers who have retired. About two weeks ago I read where one of these discontinued mines in Kentucky was going to be used or proposed to be used as a training site for a Manpower program to train youngsters who would be interested in this type of work. By using one of these non-operative mines, possibly supplementing the staff with those mine workers who retired, conceivably such a manpower training program could help solve the problem of inadequate training.

MR. EMILE ISAAC (Division of Vocational Education, State of New Jersey): This problem is pretty dear to my heart because I lost my father in a coal mine.

Just to give you some starting point, we have what we call teacher-educators in many States. I don't know what State you are from, but originally I did most of my training in education in Ohio. We had training centers for instructors teaching journeymen how to be an instructor. This I think is the core of our problem. In other words, we have people who are associated with the union and it is their particular job, or their task, to take these journeymen and make instructors out of them, to utilize, for training, the skills and the knowledge that they have.

Just last week I happened to have another union which I am going to help in the area of fire training in Jersey City. They have good firemen, men who spend 25, 30 years in fighting fires. Their problem is how to help other people or teach other people how to fight fires.

They have recognized this problem. This is a matter of communication. This is the heart of teaching: the methods of teaching, the methods of presentation.

I think one of the solutions to your problem is to get in touch with your trade and industrial education people. They will help you, I am sure, because this is a trade area.

MR. WALSH: I would agree with Mr. Isacc, just on that. I assume, Mr. Widman, they will probably suggest the same thing Mr. Isaac did -- that you start up what we used to call JIT -- Job Instructor Training, if it can't be done by the local schools.

By the way, in certain areas of Kentucky there are no vocational schools. There are some, but they are scattered.

MR. ISAAC: I was down there, and they have various schools there.

MR. WALSH: Were you in the Cumberland area?

MR. ISAAC: They are all over the state. They are beginning to develop these schools in Kentucky. They may not be down in West Virginia so much, but they are in Kentucky, because I was in them.

MR. WIDMAN: Another feature of this I didn't cover. I could talk on it for some length of time. Our training program must first be above ground. It must cover some basic training above ground. We can't go into the mine like the gentleman said here to start with.

We have had training programs carried on by employers themselves, individual employers. I know of one in particular not too many miles from here over on the West Virginia side near the Maryland border. In the last two years that he has been developing this mine he has killed two young fellows, one under 20 and the other 22, one with a wife and two children and the other unmarried.

As we went into an investigation to determine the cause of the accidents, we learned that the training had not been sufficient before the men were put to work underground. This is what we have to watch. That is why we want to be sure we pick somebody as instructor who recognizes this problem of basic training and safety training, above-ground.

MR. JAMES R. NORWOOD (Assistant Supervisor, Recipient Training, Illinois State Department of Public Aid): Perhaps I represent a group a bit unique here -- the Public Welfare Department.

We find that through different methods of education and training, we are able to restore many of our unemployed recipients to the labor market.

Ours is a rather broad program, but to confine myself just to the areas that might be of interest to you here -- we don't have such a severe problem of recruitment, because you can almost say our group is a captive audience, but we have had problems of motivation and problems of locating adequate sources of training.

We find, at this point, that these are not such difficult problems, because we have utilized various and varied types of procedures in obtaining our training situations. Since we are funded from State and Federal funds, and in some cases have help from private funds, we use inter-agency referrals to different projects and programs. Also, we refer to our State Department of Public Instruction, whereby we utilize the public school system, both at secondary and college level. We also purchase training and instruction from private schools.

In this way, through a combination of apporaches, we are able to get the instruction and training that we need over a wide range of occupations. Thus many older workers who have been displaced because their skills were no longer adequate have been provided with new skills that would put them back into the labor market.

Perhaps if there are some specific questions, I might be able to give more specific answers.

MRS. POSTON: Thank you, Mr. Norwood.

REV. GEORGE L. PHEARSON (Counselor-Liaison Specialist, Arizona Migrant and Indian Ministry, Phoenix, Arizona): I would like to go on to a new question, if it is in order.

At the Migrant Ministry in Arizona, we have been working through an Experimental and Demonstration project to bring migrant labor into an On-the-Job Training or retraining experience in the city demand or supply areas.

My question deals with directions that the panel may be able to give us. The restrictions are rather severe in the thing that we are endeavoring to do. We can't go to a large industry because our migrants can't pass the entry requirements. We can't go into other industries because our migrants are not members of the unions. And we can't go other routes because we run into problems with the Bureau of Apprenticeship and Training and age and education requirements.

So, we end up with a hard-core by age, by education and by experience. We end up bringing them out of the stoop labor background into some lousy job in the city with the significant future of being dishwashers the rest of their lives or orderlies at the hospital.

Then, when we find these jobs and work out the contractual arrangements and so forth, we experience a dropout rate of about 33 per cent. Our dropouts are saying to us that they received no training on the job. We go back again and talk to the employer, most generally in the smaller business concerns because this is where we can seem to find openings. They know too little of how to train or how to meet this sort of need of the migrant.

Now the question is this: What is available through the Department of Labor or possibly through OEO that would be workable for a training program for employers on how to train workers?

MRS. POSTON: We will take the first part. I must say, as the chairman of the group, I want to really say amen to what you just stated, because we are quite concerned and quite involved with rural area development, with great emphasis applied to the migrant and the seasonal worker in the State of New York.

I know this trap you get into. You keep going around and around and no one wants to assume responsibility. Thank goodness we do have the Migrant Ministry that is trying to help us in many ways.

Under the Department of Labor training programs, Mr. Walsh, do you want to suggest what might be possible?

MR. WALSH: I think we are helping in this area through Mr. Howard's program -- yes, Mr. Richards from Florida Employment Service -- why don't you talk on A&M?

MR. RICHARDS: My point bears only indirectly on A&M. It had three or four OJT programs for the training of mentally retarded youths in Dade County and Broward County.

These were occupations in the janitor or custodial field. First of all these were Special Youth Projects, OJT projects for retarded youths, which made it somewhat unusual. It was felt by the Bureau of Apprenticeship and Training representative, Mr. Dasher, that before this project was set up with the city it would be well worth the doing to have some supervisory training for the city supervisors who were to be running the program. They did offer this exact kind of supervisory training, and it provided an introduction, so to speak, for the city supervisors. They were trained in how they would receive these mentally retarded youths, not to be too critical and to help them along. I think the thing was quite significant and it may be a step in the direction that is strongly indicated -- of providing an encouraging environment and setting which will facilitate training and placement.

MRS. POSTON: In other words, it is possible to build in properly for a grant just for the purpose for which the need seems to be here, for training those who are going to train the migrant who has not the opportunity to go through the more formal training process. And that was funded under what?

MR. RICHARDS: It was a special youth project for retarded youths -- On-the-Job Training, funded under MDTA.

MR. MILLER: May I make a comment here? Presumably if the employer could get them, he would hire only trained people. Employers get involved usually because they have little choice, and a lot of missionary work is needed with employers, even when you have OJT.

In Philadelphia we experienced some of the problems the questioner raised -- the problem of false aspirations and the fact that often after you recruit people you have little or no place to send them.

The way I think to minimize that is to be sure that your training program is designed to steer people into legitimate opportunities of employment. I think it would be minimized if someone would develop a proposal for rural areas designed to uncover the real needs for employment and then, realistically, to counsel those people with whom you are working. In other words, talk turkey: "This is the situation, and this is what opportunities prevail, and this is what your probability of success is."

I think if you counsel people along those lines they won't hold to false aspirations because you won't really foster them, and the dropout problem will decline. You promote those things which are feasible.

So, it is a combination of two things working there. You design your program to meet the needs of the employer, and, if the employer can't help himself otherwise, he will work with you, if you have done sufficient missionary work.

MR. HERBERT W. WATKINS (Director, Industrial Relations, Graflex, Inc., Rochester, New York): One of the best training programs that was ever developed was developed during World War II called JIT, Job Instruction Training. It is a very simple matter to train lead men, group leaders, supervisors, to be good instructors. It is available. It was printed in many forms. It is easily done. All you have to do is have one man demonstrate it to an employer and I think the employer can very easily carry it out.

MR. WILLIAM A. MERCER (Coordinator, Business and Industrial Coordinating Council, Newark, New Jersey): I am connected with the Labor-Management Manpower Training Program, an MDTA and OJT project formed by an organization called the Business and Industrial Coordinating Council. This is a complex of business, industry, civil rights groups, clergy of major faiths, etcetera. Even public and private agencies.

We had most of the major companies to help us in the OJT aspects of our problem. We asked if they would help us in training for the community good. Thus far we have been successful in having industry set up training schools.

We had Western Electric Corporation. As a matter of fact, they will probably be coming down here next week to Washington to explain how it was done. We hope to have most of the Western Electric installations around the country follow suit. They have a training facility for non-productive machine shop workers, and we have turned this into a community resource. For the first phase of the training we utilize a local boys' club, and the other half of it, actual machine shop operation, takes place at Western Electric.

We didn't use any of our funds, with the exception of getting a modification of our contract so we could purchase some of the instructional aids. The company has supplied the instructors. They pick up all of the expenses. There is a great need for machine shop workers in the greater Newark area in New Jersey. The first fifty will probably be graduating in the next three or four weeks.

Similarly, we have gotten one of the banks to underwrite a school of clerical skills for clerk-typist and clerical level jobs. This is for 30 girls, starting out on an experimental basis. The bank picked up the tab for this.

We had a little difficulty in setting up the school. This I think has some application to what was said before, relative to using peer groups. People from the State Vocational Office said our school couldn't be certified because we weren't using qualified teachers. The YWCA had the machines, so we got the bank to enroll all of the girls in the "Y" as members. There was no certification problem, training "Y" members.

We are trying to set up another school now. This is a little difficult, but at least we are getting business and industry involved in training.

MRS. POSTON: Would you get the same kind of cooperation on the part of business and industry if you were setting this up for the older workers?

MR. MERCER: It would be difficult, very difficult. They are a little hesitant. They will talk about it. We have what we call a Digest of Opportunities. This is a listing of most of the programs in the area. OEO, Labor Department, et cetera. We had 34 programs listed. The phone company, United Community Fund and a department store picked up the tab for this booklet of approximately 60 pages which was distributed to 1100. It went to welfare workers, county and local, and this has been sort of a reference directory. We revised it just a little bit. What has since come out of this is an effort to set up a coordinating committee utilizing government agencies, et cetera, so people will have a much better chance of being steered correctly to training opportunities. We hope to get money for this. It would be a permanent committee so we could have a central referral source.

MRS. POSTON: Keeping in mind the directive of the conference, do I sense, or is there some consensus here that there is a problem in getting the kinds of broad level of cooperation and participation necessary for the training and placement of the older worker? Did I get this at all in here? Is this a problem, I guess, is my question.

MR. MILLER: Maybe we can say it is less of a problem where the need for workers is most acute. We have been reasonably successful in placing older workers in sheet metal and machine tool and other areas where employers are almost desperate to get people, even semi-skilled. If enough work is done to make sure there is some demand, it becomes a lot easier to place people.

MRS. POSTON: How does this affect the rural communities, the rural areas where you are dealing in many instances with a different kind of training, a different kind of need? Is this --

MR. PESOLI: I think you have to broaden the indictment. Not only employers but very often certain State agencies have a pragmatic approach to whether they want to invest their State-allocated funds in a worker who has at best 15 years of work left as compared to a teenager with 50 years.

Since they are concerned about the economic development of their State they take a long-range approach to the validity and feasibility and desirability of how they will spend their State allocated funds.

So when you approach them, as we did in one instance, with a program designed for rural farmers, 45 and over, trapped on their land -- incidentally it was a very sound program, working through a land grant college which was very familiar with the problem, had a lot of farm management control and scientific control techniques on the farm supervision, a solid program -- we couldn't begin to get to first base because of State resistance. They weren't willing to spend their money on these people who didn't have the kind of potential they were interested in.

"The exodus is to the cities. They shouldn't be on the farm anyway. That is somebody else's problem." That's what we were told.

So, I think maybe in our discussions we ought to not just solely focus our criticism on employers who seem to be reluctant to invest in older workers but maybe State people need some sort of educational processes here in an attempt to highlight not only the economic feasibility as was indicated this morning, but certainly moral responsibility of spending some of this money. These older people have paid their taxes all these years and maybe we can't simply wipe them off as an economic deficit. So I would like to broaden this indictment to include not only employers but, especially in southern rural areas, I might say, some of the State peoples' thinking.

MRS. POSTON: Am I correct in saying this should be recorded as a concern, that there has to be or needs to be a reorientation in terms of government thinking and attitude and policy toward employment of the older worker.

MR. MILLER: Some special money for that, too.

MR. FERRIER: Yes. Actually we are discussing Panel One's subject, "Community Action", but if you believe in the "Power Elite" concept of society, that only as you involve the people of commerce, the news media, religious organizations, social agencies, etc.; only where it becomes the fad of the "power groups" to be in on this new program, only as you get this large group working with you will you have enough leverage to "move" some of the social agencies which might prefer to maintain their traditional roles. Therefore, in terms of recommendations I imagine we will support Panel One and think in terms of advisory committees involving all sectors of any metropolitan or any rural areas, these committees to range from the "Saul Alinskys" through the "Henry Ford II's," including the people requiring help.

MRS. POSTON: Mr. Howard.

MR. HOWARD: One of the charter responsibilities of land grant universities is to provide training and education for the citizens of the State, of the region and the Nation. With that in mind, I think we should request more service from the State universities and the land grant universities to help design new courses and new techniques for training the older workers; also to devise certain economic techniques to place them in some type of employment. The older worker becomes very important around election time and around tax revenue time. It is the type of investment in which the land grant universities really could play a very large part. I think you could get more results if citizens and governmental agencies request more of this type of advance planning and design.

MISS EVELYN M. HUGHES (Special VISTA Assistant to Operation Breakthrough, Durham, North Carolina): One of the difficulties to overcome is the antiquated ideas of State Departments of Education and Labor, local Education and Labor Department people who are slow to change their ways. It is all right to talk about land grant colleges, but when you try to get MDTA courses established, and in the State capital they are held up for months on end, it is frustrating.

MR. HOWARD: We have similar problems. This is why I am talking so strongly right now.

MISS HUGHES: I have a feeling that we should really condemn some of the State Departments of Education and Labor for the way they drag their feet on any kind of far-sighted respectable training program.

MR. HOWARD: This is my recommendation, that we encourage them to render better service and more service.

MISS HUGHES: I make it stronger than encouragement.

MRS. POSTON: Would you want it to be worded that we demand?

MISS HUGHES: Right. I think that is better.

MRS. POSTON: That the services be made available or in a speedier fashion?

MISS HUGHES: Yes.

MRS. HAYNE (Evansville, Indiana): I don't know what can be done about it, but one of the problems in our OJT is this. At times we have had jobs on which older workers would have the opportunity to learn a skill. I have called our Welfare Department, thinking this would be an ideal opportunity for an older client to work and get off the Welfare roll. Well, it is very difficult to recognize going to work as an opportunity when you are not used to working, if you are not going to make a whole lot of money and if you have learned to live at the minimum level our particular Welfare permits our people to live at.

It seems that the idea of trying a job, not knowing whether they are going to be successful or not, creates a fear. If they could continue to get subsistence from Welfare on a sliding or graduating scale if they progress in their job, I think this would motivate some of the older people to accept jobs and possibly try again. I realize Welfare is an extremely complicated thing, but the morale of the individual I think is pretty important, and for a person over 40 especially. If they are forced to be unemployed for a period of time and after signing all the papers and waiting six months to get on relief they don't want to jeopardize this for their family, to try something new.

It seems to me there should be some way to get just a little leniency in Welfare, throw away the book. If you don't fit the book, it is kind of sad. If we could get a little more community help through our Welfare and other agencies that provide money, I think we might motivate a few people to go back to work. It is really just too bad.

MR. SAMUEL C. SMITH (Dean, School of Industries, Agricultural and Technical College, Greensboro, North Carolina): I believe you have heard two reports from North

Carolina already. I believe we are still talking about finding and recruiting the older worker.

I am affiliated with Project Uplift. We are working with a group with a minimum age of 22, maximum age of 50. We ended up, however, getting some over 50. Of the total group, about 15 per cent are beyond 45.

Now we have no definition on what has happened to those a bit older than 45 but I am thinking now of methods of recruiting which I think regions are finding. We started by first finding out the agencies available in the State.

Let me give this as background first, so you will understand what we had to go through.

When we made out a proposal for Guilford County and came here to Washington, they looked at the records and said Guilford County was in better shape than the nation and therefore they could not grant us anything. The nation at that time had an unemployment figure of six per cent and Greensboro's was one per cent. They said we had to get some other county, so we stepped out and found two other counties where employment was much lower. Therefore we had to work with three counties and with three Employment Service agencies. We went first to the Employment Services to find out what recommendation they could give. Of course we were dismayed. One told us very definitely (this was in a small county) that there was no need to go in there trying to stir those people up. "They are just not interested in anything. You need not go." That was the manager of the Employment Service office.

We simply told him good-bye and went on straight into that county. We went to the Welfare office and the Welfare people worked with us very cooperatively. They made themselves busy to get the people together.

Then we went to the local newspaper. This is a small county. There is just one newspaper -- a weekly paper. We went to the publisher of that paper and told our story to him; and then we picked out other key people in the community.

We did this in all three counties.

Then we sent our recruiting team in. We picked a young fellow who was a rural minister as field executive, and he went out to knock on doors. Now I don't believe that has been mentioned. I listened here. Most of the things said fitted our experiences too. But I don't believe anybody said anything about going to the doors. We found that newspaper articles, radio and announcements and all that didn't reach the people we were trying to find.

We sent groups out literally from door to door. When they found difficulty finding the people home during the day, they would go back at night.

And we went out on Sundays into those counties and just visited churches and asked for an opportunity to tell the story to the people in the churches.

In that way, I think we were successful in getting some. Now, the older people found it most difficult to get employment in a new occupation. We did have a course in waitress training, but we discontinued it after the first section, because we just could not find employment for them. Right at the time we were trying to get employment for those people, this article came out from California where one firm had dismissed two waitresses, one 35 and the other one 40, I believe, and said they were too old, so that helped us to make up our mind not to try them any more.

MRS. POSTON: Thank you very much.

We have talked generally about some recommendations which might help to strengthen our recruitment efforts. I think there is one area that we have not come forth with any strong recommendations and that has to do with the other part of the topic which has to do with motivation.

If we agree that motivation is a major part of the whole endeavor, that once we have gotten our recruits we want to keep them, that we want to make it a meaningful experience, then must we think of motivation as affected by all the broad aspects of one's life? How do we motivate the lady who wants training but needs also a homemaker service or a day care center where she can leave children while she goes to training? How do we motivate the unemployed older person who needs health services in order to be physically able to go on into employment? Or if we think in terms of housing, if you are not in a decent place, how much do you feel about whether you are trained or not? If you take into consideration these factors and others, are there recommendations we might make which would help to keep recruits in the programs once we have gotten them in? This seems quite significant, Mrs. Baker, when we talk abou the rural communities where we don't have, in many instances very many community resources. I think I know rural America pretty well; I was reared there, so to speak. In rural areas, we do not have the sophisticated agencies and services that are more apt to be found in the urban communities.

How are these problems dealt with when we deal with the older persons outside of the urban areas. Is there any assistance we need that should be brought to the attention of the conference?

MR. PHEARSON: One specific problem we have had with our migrants speaks to this point. We have had some confusion in our own mind on trying to define the word "training." I am a novice at the understanding what goes on in a class, but we have felt that some of the things you have just mentioned were part of training and we have asked our drop outs if they would agree that this was a portion of training, such as learning how to get to the job on time, adjusting to a new culture and a new demand. They quite frankly say no. To the migrant, this is "advice." When they use the word "training" they want to actually learn a skill. We are discovering now, with an OJT program, that we have to find a new vocabulary word other than "training," because about 80 per cent of what we are doing is anything but a skill, so it breaks down before it ever gets off the ground.

MRS. POSTON: That would also include some of the pre-training that is necessary like your Adult Basic Education in the three R's, so they can take advantage of the MDTA more effectively.

MR. PHEARSON: I am not sure they want to admit these are needs in their life and that may be why they refused to put it into the broad field of training.

MR. HOWARD: Speaking specifically about the older worker, there is a type of motivation of appreciation that is quite helpful. And can be planned.

I found out this: that the training-uniforms played a very vital part in arousing appreciation. Wherever they were working, the staff under my supervision formed an advance planning committee -- to plan activities, to look for problems we expected to exist six months in the future and to plan how to get around them.

We knew the minute we brought the people from the mountain areas to the campus that after the first three months they would become disinterested. So we designed uniforms, two months after the program had started, and we asked them what colors they wanted. Everyone said they wanted a dark shirt and probably tan pants, green pants or whatever the pants, but a dark shirt.

Well, we decided we would let one group use a dark shirt, a khaki shirt. We continued to work with the other group until they decided to use white shirts. We found out this: that the two groups that used the light shirts were more eager to work and really kept cleaner and looked neater than the person dressed in the khaki shirt.

Now we didn't stop it there. We believed also that through the use of color that you also can motivate so we were dealing with services, and we began the use of flowers. We didn't have time for the flowers to grow, so we planted the flowers already in bloom so that we could actually work with colors.

Our drop-out rate was very low. The trainees from the east Tennessee mountains stayed all the way through. To advertise this fact, the advance planning committee decided to have something different, regional graduation exercises, as proof that the people really did stay in the program. So we had one graduation in the Cumberland mountains, another one in Brownsville, Tennessee and the other one down in Lewisburg, Tennessee, that is middle west and east Tennessee.

We are convinced that if you motivate for appreciation it will be quite advantageous in helping to prevent drop-out.

MRS. POSTON: We can have one more point and then we will have to wrap up and ask Mr. Walsh, to tell us where we have come to this point, because he is going to have to convey to the committee what we have done here today.

Could we take yours?

MR. JAMES H. FLING (State Supervisor, General Adult Education, Florida State Department of Education): On the point of motivation, certainly one of the first things you should do is be prepared for the students when they enter your classes. This preparation would include the selection and employment of the best teachers you can locate, and having suitable facilities, equipment, materials and supplies available for the classes.

You should have teachers that understand the adult student. They should be aware of and make every effort to compensate for the problems of the older adult student, such as sight and hearing weaknesses. The student should be given something every night or every day that he is in your class. If he feels each day that he is accomplishing something, this will help to keep him motivated.

MR. MICHAEL F. WIDMAN, JR. (Director, Research and Marketing Department, United Mine Workers of America, Washington, D.C.): This isn't job training in Florida for the aging, is it? The Basic Education?

MR. FLING: It is primarily Basic or academic education. But I think the same thing would apply to most any training program.

MR. WIDMAN: The reason I said that is they are trying to get us all down to Florida.

MR. RICHARDS: I had a question on motivation to this extent: I don't recall hearing anybody mention here today whether or not they had had any particular experience in so-called group counseling of older people to encourage them to take a crack at retraining.

Does anybody have any particular experience with this that would be helpful?

MR. WALSH: I believe they did that in South Bend in Project ABLE. There are some other projects too. Group counseling.

MR. MILLER: We have done group counseling but we don't separate the older trainees from the younger ones. Group counseling technique is quite effective and I think it perhaps is more effective for older people if they are in a program where there are different age groups and you don't separate them unless there are some particular unique problems and even those can be handled.

If I can make a recommendation in closing, there were a lot of comments about getting established institutions and Employment Services and other agencies to move or to change or at least to try to meet more specific needs. I think in rural as well as an urban area, the centers you need may be a new type of multi-service and multidiscipline institution. Very few, if any, really exist, particularly those that are sponsored by Government controlled institutions. There is no way to get institutions to move or to change or to revamp quicker than to put another institution into business.

Now I think this is one of the experiences we have enjoyed in Philadelphia, in that we are private and non-profit and have very specific motives, inspired by some of the higher ideals as promoted by the ministers who lead our program. We really are a multi-service agency. We get involved in recruitment and motivation and provide the present vocational training. We have four technical training centers. We provide the more sophisticated technical training. Our local staff job development specialists not only survey industry but also do the job placement. We do missionary work, et cetera. We have been very fortunate to be able to feed not only our own centers and activities with trainees but other agencies as well, so this has stimulated them to cooperate with us and recognize the problem is bigger than all of us together. It has also stimulated them to change and they literally have done that.

We have been helpful in having agencies like the State Employment Service acquire additional counseling staff to add to the local agencies. Budget is also a problem. So I think it would apply even to a rural area where a regional agency could be established so long as the miles aren't too much of a problem. If you get some regional small towns where the travel isn't prohibitive and set up a multi-service institution providing all these services, as a supplement to the existing agencies I think you both will do better.

MR. WALSH: Off the record.

(Discussion off the record.)

MRS. POSTON: Thank you very much for splendid participation. We will now adjourn.

(Whereupon, at 5:30 p.m., the workshop was adjourned.)

Panel and Workshop III

SELECTION FOR TRAINING - DO PRESENT PRACTICES MILITATE AGAINST OLDER WORKERS?

The panel was convened at 2:04 p.m., Monday, January 17, 1966, Dr. Morris S. Viteles, Professor of Psychology, University of Pennsylvania, presiding; Joseph Seiler, Manpower Development Specialist, Office of Manpower Planning, Evaluation and Reports, United States Department of Labor, as recorder, and Dr. Robert Droege, Research Psychologist, Bureau of Occupational Test Development, United States Employment Service, as resource consultant.

DR. VITELES: Having postponed the meeting from 1:30 to 2:00 o'clock, it seems to me that five minutes after 2:00 is not too late to begin.

The problem, as shown on the program, is Selection for Training -- Do Present Practices Militate Against Older Workers? I think that the spirit of the program and its ultimate purpose is well stated in a little note recently written by a man in South Africa, named Silverbauer, who is concerned in South Africa, in quite a different context, of course, but in essence with somewhat the same problems with which we are concerned here. And he made this very interesting observation:

"It is quite an achievement to assess men as they are, but we need to go much further and assess what they may become."

And this, I think, is a basic problem in our effort to take care of the older, especially the displaced older worker.

We start with a series of four papers, reports, on work that has been done in this field. Immediately after the completion of these reports we will have a workshop discussion which it is hoped will yield recommendations that can be applied in dealing with the problem at hand.

Our first speaker is Dr. Nathaniel J. Pallone who is Coordinator of Counselor Education in the Department of Education, Graduate School, at the University of Notre Dame. As you might expect, he is an author and an educator and everything else that goes with being an academic man. But I think of interest today is the fact that, from December 1963 to June 1965, he served as Project Coordinator and Research Director for the South Bend project on the Educational Rehabilitation of the Hard Core Unemployed.

I have pleasure in presenting Dr. Pallone who will speak to the topic "The Effects of an Educational Rehabilitation Program Upon Vocational and Mental Aptitude Test Performance of Hard-Core Unemployed Workers." *

(Applause.)

DR. PALLONE: During 1962 and early 1963, an appreciable proportion of potential applicants for MDTA-sponsored vocational training programs operated by the South Bend (Indiana Community School Corporation were excluded from such programs on the basis of their sub-minimal scores on the General Aptitude Test Battery (GATB), virtually universally employed as a selection device in Federally-sponsored vocational training or retraining programs. Further, their test performances on the GATB-G ("General") scale, regarded as an IQ-equivalent, displayed levels of intelligence in the sub-normal or even in the "mentally retarded" (i.e., below 70) range. As a group, these workers were primarily, but not exclusively, among the hard-core unemployed.

Since their test performances seemed to indicate lack of ability to profit from vocational training or retraining, a pathway from economic superfluity to occupational stability via the acquisition of marketable skills seemed closed. However, the GATB essentially measures "developed" rather than pristine abilities, in much the same fashion that a scholastic aptitude instrument measures ability to profit from instruction at succeeding grade levels or in specific subject areas. For example, the high school student who has not, in his previous educational development, satisfactorily mastered the content of Algebra I is unlikely to be "ready to profit from instruction" in Algebra II regardless of the level of his pristine mental ability.

The GATB was designed to function as a measuring device among the mainstream of American workers, the majority of whom have completed some six to eight years of common or elementary schooling, and the GATB performs this function well. But it seems reasonable to conjecture that subjects markedly deficient in basic educational skills or even in years of exposure to common schooling or subject to cultural or linguistic handicaps will display in their GATB performances levels of "developed" abilities neither consonant with ability levels characteristic of the mainstream of American workers nor with the level of their own "pristine" but undeveloped mental ability. This observation applies especially to the Verbal and Numerical tests on the GATB, but it is likely that even success in assembly tasks may be influenced by deprivation in one's education experience, either directly or indirectly, as a function of increased confidence in one's ability to manipulate the objects in his environment. In any event, the results reported later tend

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* See Appendix I, Note No. 1, pg. 671

to argue in that direction.

A number of workers whose performances disqualified them for entry into MDTA programs reported to Employment Service screening interviewers that they had never attended school; the majority of others reported that their educational experience had terminated below the sixth grade, and many had received whatever schooling they reported in segregated schools in the deep South.

The confluence of questions about the applicability or relevancy of the GATB as an appropriate selection device for this population and the demonstrably poor educational backgrounds of the workers in question led the Division of Adult and Vocational Education of the South Bend Community School Corporation to request the Office of Manpower, Automation, and Training to fund a quasi-experimental program designed to prepare hard-core unemployed workers to profit from vocational training by improving their basic educational skills. In December 1963, a contract was awarded for a demonstration and research project focussed on the educational rehabilitation of hard-core unemployed workers.

Under terms of this contract, a group of 100 hard-core unemployed workers whose GATB scores disqualified them from vocational training or retraining were to be enrolled for a period not to exceed thirty-six weeks in a pre-vocational program of educational skills improvement, focussed on verbal and mathematical or arithmetic skills. Only those workers diagnosed as mentally retarded on grounds other than GATB-G scores were to be excluded.

"Project Edrehab" was operationalized in February 1964 and terminated in October 1964. Previous reports (Jurkowski and Pallone, 1964; Pallone, 1965), published by and available from the South Bend Community School Corporation, have described the implementation of the project and attendant research results in detail. It is the purpose of this paper to report briefly the effects of an educational rehabilitation program upon the vocational and mental aptitude test performances of Project Edrehab enrollees.

Social -Vocational Characteristics

To situate the "typical" Project Edrehab trainee in an appropriate social context, it is necessary to review a few elements of social, educational, and vocational history. (Background characteristics have been reported in detail by Jurkowski and Pallone, 1964.) Thirty-eight percent of Edrehab enrollees were male Caucasians, forty percent male Negroes, and twenty-one percent female Negroes. Although three female Caucasians were enrolled, they were eliminated from research consideration in view of the likelihood of a typicality. A number of selected enrollee characteristics are tabulated in Table 1.

Table 1: Selected Social-Vocational Characteristics

Characteristic	Male Caucasian	Male Negro	Female Negro
Number	39	41	22
Proportion	38 %	40 %	21 %
Mean Age in Years	45.1	44.5	31.6
Years of Formal Education	7.5	7.6	9.1
Years in Labor Force	29.2	28.7	13.4
Years of Unemployment	5.0	6.3	2.2
Number of Jobs (TT), Held	7.9	14.5	3.9
Born in North Central States	83 %	12 %	24 %
Born in South Central States	7 %	70 %	53 %
Born in Gulf States	0 %	6 %	12 %
Years of Residence in S. B.	33.8	19.2	13.5
Left School to Support Parents	38 %	70 %	24 %
Left School to Support Self	24 %	3 %	24 %
No Reason to Continue School	24 %	15 %	6 %
Intercity Residence Changes	3.0	7.7	3.2
Educational Age (Stanford) GL	3.7	3.1	4.6
Mental Age (CTMM) GL	4.8	5.1	5.6
Educational Retardation (Months)	13	24	12

Legend: TT - Technical Term GL - Grade Level

Of particular interest to those concerned about manpower development of the over-45 or "older" worker are characteristics reported for male Caucasian and male Negro Edrehab enrollees, who reveal strikingly similar profiles while female Negro enrollees differ markedly.

Males of both races, on the average, could be regarded as members of the "older worker" group at the time of entry into Project Edrehab. As inspection of Table 1 indicates, they had completed, on the average, seven and one-half years of formal schooling, had spent some 29 years in the labor force, had experienced frequent job (as opposed to mere position) change, and revealed educational achievement levels equivalent to that of today's third-graders. However, the "typical" male Negro enrollee had experienced job change more often, roughly every eighteen months of his working life during periods of employment, and shows a demographic concentration in the Southern states. Male Caucasian enrollees, in contrast, had experienced job change only every thirty-six months of their working lives and originated primarily in the Northern states. Similarly, male Negro trainees had changed their city of residence much more frequently than their Caucasian counterparts and had come to live in the South Bend area much later in life.

The "typical" female Negro provides a number of similarities and contrasts. She is considerably younger than her male counterparts of either race and thus has spent less time in the labor force. She has also had more formal education and demonstrates a higher current level of educational achievement. She resembles the male Caucasian enrollee in that her job changes have occurred roughly every three years of her working life during periods of employment; she resembles the male Negro enrollee in demographic concentration.

The final three entries in Table 1---educational age, mental age, and educational retardation---demand special comment. An enrollee's educational age, expressed here in terms of grade level in years and months, was calculated from his performance on the subtests of the Stanford Achievement Test Battery. Scores on each subtest---reading, arithmetic, language usage, and spelling---were converted into grade level equivalents according to tables provided in the publisher's manual, summed, and meaned. The resulting mean was regarded as the subject's current educational age. Scores on the California Short-Form Test of Mental Maturity were similarly converted into grade level equivalents according to standard tables to provide an index of the subject's current mental age in terms comparable to those used to express his educational age. The calculation of the subject's index of educational retardation required simply the algebraic subtraction of his educational age from his mental age. If the resulting algebraic sum were accompanied by a positive sign, indicating that the subject's mental age regardless of the absolute value of that age in IQ terms exceeded his educational age, the subject was regarded as educationally retarded; if the resulting sum were accompanied by a negative sign, the subject was regarded as not educationally retarded, but not as necessarily mentally retarded. Interestingly, of the 178 hard-core unemployed workers whose GATB scores rendered them ineligible for vocational training referred for pre-enrollment testing to the Project Edrehab staff, only four were found to be not educationally retarded.

Edrehab enrollees demonstrated educational ages ranging from a level typical of children who have completed one month in third grade to that of those who have completed six months in fourth grade, with corresponding educational retardation ranging from one to two years. Even though the mental capacity to profit from instruction in basic educational skills appeared, on the basis of these results, to be quite limited, it was the task of Project Edrehab to actualize that capacity.

Somewhat extraneously to the present discussion, it may be observed that inspection of TableI leads one to speculate whether race or sex characteristics are more decisive in the educational and psychosocial dynamics underlying hard-core unemployment. Finally, the pattern which emerges is the familiar circular relationship between early school leaving, frequent horizontal job changes between occupational clusters requiring little skills and offering neither economic nor psychological security, frequent periods of sporadic or chronic unemployment, and economic superfluity in an industrialized society.

Performances at Twenty Weeks

Prior to referral for enrollment, prospective Project Edrehab trainees had been administered the GATB. Prior to enrollment, as has been mentioned, they were administered the California Short-Form Test of Mental Maturity (CTMM) and the Stanford Achievement Test Battery; in addition, they were given the Revised Beta Examination, a non-verbally-loaded group test of intellectual functioning developed from the long-revered Army Beta, and the Ammons-Ammons Quick Test (QT), a clinically-administered, non-verbal, "culture-fair" test of intelligence. Subsequently, at the termination of twenty and thirty-six weeks, respectively, subjects were retested on these measures.

Subjects whose performances, after twenty weeks of basic educational skills improvement in Project Edrehab, on the GATB had increased to the level of minimal or higher qualifying scores for a variety of vocational training programs, were so placed. Other enrollees completed an additional sixteen weeks (for a total of thirty-six) in Edrehab. Table 2 summarizes performances on the CTMM, Beta, QT, and GATB prior to enrollment and at the completion of twenty weeks for enrollees who either entered vocational training or terminated "for good causes" (generally, to accept full-time employment situations to which they had been referred by the Edrehab staff) at that point.

Table 2: Mental and Vocational Aptitude Test Performance After 20 Weeks

GROUP A: ENTERED VOCATIONAL TRAINING

	Male Caucasian (N - 8)		Male Negro (N - 9)		Female Negro (N - 8)	
Measure/Score	Pre	20 Wks	Pre	20 Wks	Pre	20 Wks.
California IQ	57.3	*	58.8	*	66.5	*
Beta IQ	88.5	100.0	92.1	100.9	83.8	89.2
Quick Test IQ	85.1	99.3	71.6	91.6	63.4	87.2
GATB-V (Verbal)	72.2	83.3	71.8	79.6	73.1	86.0
GATB-N (Numerical)	60.6	81.7	55.3	74.7	61.2	79.4
GATB-S (Spatial)	78.8	86.6	68.1	81.0	75.2	84.1
GATB-P (Form Perception)	63.0	73.3	48.3	77.2	63.1	76.8
GATB-Q (Clerical Perception)	72.2	86.6	69.9	87.5	75.7	85.3
GATB-K (Motor Coordination)	65.7	77.5	65.3	79.4	84.5	97.1
GATB-F (Finger Dexterity)	67.5	87.5	75.6	83.3	89.7	116.8
GATB-M (Manual Dexterity)	79.7	84.3	83.1	89.2	102.8	106.2

GROUP B: TERMINATED FOR GOOD CAUSE

	Male Caucasian (N - 4)		Male Negro (N - 4)		Female Negro (N - 4)	
	Pre	20 Wks	Pre	20 Wks	Pre	20 Wks
California IQ	69.0	*	64.0	*	54.7	*
Beta IQ	90.5	100.5	87.1	89.8	73.1	82.5
Quick Test IQ	68.0	85.3	68.2	80.4	64.0	86.0
GATB-V (Verbal)	68.3	78.3	69.5	75.4	71.0	77.0
GATB-N (Numerical)	69.7	78.6	59.7	70.5	59.6	85.5
GATB-S (Spatial)	68.1	92.0	66.5	73.8	56.3	68.7
GATB-P (Form Perception)	73.4	82.6	59.7	65.5	56.3	79.2
GATB-Q (Clerical Perception)	71.6	73.3	71.3	84.7	74.0	87.5
GATB-K (Motor Coordination)	66.6	71.0	65.3	79.4	73.3	98.2
GATB-F (Finger Dexterity)	70.6	78.5	77.6	95.2	96.5	117.0
GATB-M (Manual Dexterity)	80.1	86.5	99.6	128.0	81.9	93.5

* Not administered after 20 weeks

What is most immediately arresting in Table 2 is the range of differences in IQ levels on the three instruments utilized. While initially Edrehab enrollees earned scores on the CTMM which fall well below the borderline defective range, they earn scores on the Beta and the QT which place them only slightly below normal and well within the "dull normal" range. It is quite evident that the three instruments, while each reliably measuring many aspects of intellectual functioning or learning ability, measure quite different aspects. The differences reported in Table 2 are sharpened when one considers that the three instruments have quite similar statistical properties, including similar standard deviation values, so that scores are relatively comparable cross-sectionally. A number of interesting observations suggest themselves as one scans Table 2 across sex and race lines. The similarity of mean scores on the Beta and QT for male Caucasians suggests these tests concurrently validate themselves for these subjects. But, if this is so for white subjects, how does one account for the wide disparity between mean Beta and QT scores among Negroes of either sex? How culturally neutral is a "culture-fair" test?

Further, it is difficult to suggest that one or another instrument measures the mental ability levels of hard-core unemployed workers more "accurately" than another. Earlier it has been suggested or at least implied that a prime characteristic of an instrument which measures "pristine" ability is its stability, or lack of susceptibility to influence arising from intervening educational, social, or cultural experiences. Yet the instruments in question fluctuate quite widely as a result or at least as a correlate of the subjects' participation in basic educational training. In view of dire social consequence attendant upon selection of alternative measuring devices, the social service-oriented researcher might be tempted to champion that instrument which seems to hold greatest hope for an alienated people in a gray world---but he should be aware of the roots of his judgments and be aware, too, that he is largely playing a game with himself. The cold fact of the matter is that one is or is not mentally retarded, is or is not vocationally trainable, is or is not an economically superfluous person not so much on the basis of one's own behavior but on the basis of the structure of a measuring device.

Before interpreting the meaning of changes in GATB performances reported in Table 2, it is necessary to consider some of the statistical (as opposed to structural---for that is another matter) properties displayed by this instrument. The standard deviation value on each component test of the GATB is equivalent to 20 scaled score units or "points"; its standard error of measurement is roughly approximate to six and two-thirds scaled score units. That is to say, if one were to test and "infinitely" retest a subject whose initial score, say, on the V Test, was recorded as 80, one would expect that by chance alone two-thirds of the scores recorded for the subject would vary between 73 and 87, and these fluctuations would arise only from the operation of chance factors alone. Similarly, one would expect that 98 percent of the time the subject's scores would vary between 66 and 94 by chance alone.

It would be impossible to produce elaborate statistical evidence to demonstrate that the differences in test performance reported in Table 2 are or are not due to the operation of chance factors. But it seems to this writer not only unnecessary but perhaps even tragic to feel compelled to do so. The fact of the matter is that, prior to their exposure to Project Edrehab---and the writer believes that its paramount value was simply the encounter between those who had been defeated and those who cared---these hard-core unemployed workers had indeed been regarded as unable to profit from vocational training. After their exposure, because their performances rose here 7 points, there 19 points, they were regarded no longer as superfluous people. Whether Project Edrehab did no more than help these subjects make chance work for them by helping them increase their sense of self-sufficiency--- or rekindling it---is not the issue. What is important is that, in a complex, industrialized society, decisions are made about people on the basis of, but without regard to, the operation of chance. Not the instruments, but the selection process itself must be called into question.

After this long preamble, it is profitable to look at the "hard" evidence contained in Table 2. Male Negro enrollees who completed educational training in 20 weeks and entered vocational training performed in such fashion on the readministration of the GATB that they appeared to have gained from 8 scaled score points (in verbal aptitude, finger dexterity, and manual dexterity) to 29 (in form perception), while their Caucasian counterparts apparently gained from 5 (manual dexterity) to 21 (numerical). Female Negro enrollees appeared to make greater gains, from 6 (manual dexterity) to 18 (numerical aptitude). Since Project Edrehab's instructional program was limited to communication arts and arithmetic skills, it is interesting to note gains reported in perceptual and motor skills, since these formed no part of the intervening educational experience. It is evident from Table 2 that enrollees who elected to terminate for good cause appeared to make gains similar to those of enrollees who entered vocational training, although their initial levels varied somewhat.

Performances at Thirty-Six Weeks

Edrehab enrollees who completed thirty-six weeks of educational skills training and subsequently entered vocational training were retested after the completion of twenty and thirty-six weeks respectively. These scores are tabulated in Table 3.

Table 3: Mental and Vocational Aptitude Test Performance After 36 Weeks

	Male Caucasian (N - 12)			Male Negro (N - 12)			Female Negro (N - 10)		
	Pre	20 Wk	36 Wk	Pre	20 Wk	36 Wk	Pre	20 Wk	36 Wk
Measure/Score									
California IQ	57.3	*	68.3	47.7	*	77.1	67.5	*	86.6
Beta IQ	81.5	93.2	98.4	84.0	87.1	92.3	84.8	93.8	95.2
Quick Test IQ	62.3	90.1	**	64.7	86.8	**	75.0	86.1	**
GATB-V	71.6	76.3	78.4	65.8	69.7	81.0	71.7	76.8	79.7
GATB-N	58.6	65.6	67.6	50.9	66.4	67.8	65.1	85.1	89.0
GATB-S	75.3	81.1	85.1	60.2	66.7	73.6	65.4	81.9	87.2
GATB-P	61.5	74.5	78.3	39.6	56.8	66.1	71.4	89.3	93.4
GATB-Q	71.9	74.5	79.4	64.8	69.7	78.0	80.9	90.6	93.3
GATB-K	67.8	69.1	73.6	52.2	57.1	72.7	81.7	100.7	105.6
GATB-F	67.8	70.1	82.3	55.6	67.5	79.4	85.6	104.2	112.3
GATB-M	71.7	81.6	91.3	63.2	70.8	76.3	98.7	101.9	120.1

* Not administered after 20 weeks ** Not administered after 36 weeks

Inspection of Table 3 suggests the following considerations: (1) Performances on the three measures of mental ability employed fluctuate considerably in association with increased exposure to an educational rehabilitation program. (2) In general, the greatest gains in vocational aptitude test performance appear to occur after 20 weeks of educational skills improvement, at which point a plateau or point of saturation is observable, especially in aptitude areas related to the instructional program, though increments are observed in perceptual and motor skills.

Summary

This paper has reviewed certain effects of an educational rehabilitation program upon the stability of vocational and mental aptitude test performance of hard-core unemployed workers who showed evidence of educational retardation.

Specifically, it has been reported that

1. Male Caucasian enrollees who entered vocational training after 20 weeks in Edrehab demonstrated apparent increments of 12 score units on the Beta, 14 on the Quick Test, 10 in verbal aptitude as measured by the GATB, 21 in numerical, 8 in spatial, 10 in form perception, 14 in clerical perception, 12 in motor coordination, 20 in finger dexterity, and 5 in manual dexterity.

2. Male Negro enrollees who entered vocational training after 20 weeks demonstrated apparent increments of 8 score units on the Beta, 20 on the Quick Test, 8 in verbal aptitude, 19 in numerical, 13 in spatial, 29 in form perception, 18 in clerical perception, 14 in motor coordination, 8 in finger dexterity, and 8 in manual dexterity.

3. Female Negro enrollees in this group showed apparent increments of 6 on the Beta, 14 on the Quick Test, 13 in verbal, 18 in numerical, 9 in spatial, 13 in form perception, 10 in clerical perception, 13 in motor coordination, 17 in finger dexterity, and 6 in manual dexterity.

4. Male Caucasian subjects who terminated for good cause after 20 weeks of educational training but before entering vocational training showed apparent increases of 10 on the Beta, 17 on the QT, 10 in verbal, 9 in numerical, 24 in spatial, 9 in form perception, 2 in motor coordination, 5 in clerical perception, 8 in finger dexterity, and 6 in manual dexterity.

5. Male Negro subjects in this group showed increases of 2 on the Beta, 12 on the QT, 6 in verbal, 11 in numerical, 7 in spatial, 6 in form perception, 13 in clerical perception, 14 in motor coordination, 18 in finger dexterity, and 29 in manual dexterity.

6. Female Negro subjects in this group demonstrate apparent gains of 9 on the Beta, 17 on the QT, 6 in verbal, 26 in numerical, 12 in spatial perception, 23 in form perception, 13 in clerical perception, 25 in motor coordination, 21 in finger dexterity, and 12 in manual dexterity.

7. Among Edrehab trainees who completed a full thirty-six week of rehabilitative educational training, male Caucasian subjects demonstrate apparent increments, after 20 and 36 weeks respectively, of 2 and 8 on the Beta, 28 on the QT and 11 on the CTMM, 5 and 7 in verbal, 7 and 9 in numerical, 6 and 10 in spatial, 13 and 17 in form perception, 3 and 8 in clerical perception, 5 and 6 in motor coordination, 12 and 15 in finger dexterity, and 7 and 20 in manual dexterity.

8. Their male Negro counterparts demonstrate, after 20 and 36 weeks respectively, increments of 3 and 8 on the Beta, 22 on the QT and 30 on the CTMM, 5 and 16 in verbal, 16 and 17 in numerical, 6 and 13 in spatial, 17 and 27 in form perception, 5 and 14 in clerical perception, 5 and 20 in motor coordination, 12 and 24 in finger dexterity, and 7 and 23 in manual dexterity.

9. Their female Negro counterparts demonstrate, after 20 and 36 weeks respectively, increments of 9 and 11 on the Beta, 11 on the QT and 19 on the CTMM, 5 and 8 in verbal, 20 and 24 in numerical, 15 and 22 in spatial, 17 and 22 in form perception, 10 and 13 in clerical perception, 20 and 20 in motor coordination, 19 and 24 in finger dexterity, and 3 and 8 in manual dexterity.

The results reported suggest that:

1. In general, scores on the Beta appear more stable as indicators of mental ability among educationally-retarded workers than scores on either the CTMM or the QT. Stability of Beta scores seems to indicate that the instrument represent a closer approximation to measurement of "prinstine" ability, since performances seem less affected by intervening learning experiences. The CTMM and QT appear more susceptible to change in the form of greater increments following intervening learning experiences. These considerations seem to argue in favor of adoption of the Beta as a device to measure mental ability among educationally-retarded workers.

2. Generally, higher initial performances on mental ability measures are associated with smaller increments. This observation suggests a stabilizing of mental ability scores once a point of saturation has been reached, above or beyond which increasingly smaller increments are likely.

3. In general, initial performance levels on the GATB in verbal aptitude are more resistant to change than are initial levels in numerical aptitude or in perceptual-motor skills.

4. Generally, higher initial levels of performance in vocational aptitudes are associated with greater apparent increments.

5. Dramatic increments in perceptual-motor skills are observable, even though these skills are not focal points for instruction in an educational rehabilitation program.

6. Instructional experiences in basic educational skills extending over twenty or thirty-

six weeks are associated with marked increases in inventoried mental and vocational aptitude sufficiently large to gain entry for workers into vocational training or retraining programs.

Similarly, instructional experiences were associated with compensation for educational deficiency of from one to three years. More severely educationally retarded enrollees appeared to need a longer period of compensatory educational experience.

DR. VITELES: Thank you very much, Mr. Pallone.

Our next speaker is Mr. Droege who has a Master's degree in psychology from the University of North Carolina and is currently a psychologist with the U.S. Employment Service and has, indeed, worked in the area of test research with the U.S. Employment Service and the Department of the Army for 13 years.

Mr. Droege is going to speak on "Current Research in Test Development."

Mr. Droege.

MR. DROEGE: The average age of the nation's labor force continues to increase, and growing numbers of older workers are being involuntarily retired or technologically displaced and compelled to look for other jobs late in their working lives. Many of those who need help in finding suitable new employment will not be able to obtain jobs closely related to those they had previously. To what extent can testing help determine what other occupations these older persons can learn and perform successfully?

The USES has recognized that there are special problems in obtaining valid and meaningful measurements of job potential of older individuals. Some of the problems are these:

1. Most research to develop aptitude tests for use in selection and counseling has been done with young people. Are these tests useful also with older workers?

2. Many older job applicants or training candidates have little education and test taking experience. What special techniques are required to overcome this handicap?

3. Number of years of formal education is an inadequate indication of achievement level of an older person. But currently available tests of basic reading and arithmetic skills have disadvantages when used with older persons. How can these disadvantages be overcome?

The U.S. Employment Service has undertaken a program of research in these areas. Some projects under this program have been completed some are in progress, and others are being planned.

Applicability of Aptitude Tests to Older Workers

The Employment Service uses the USES General Aptitude Test Battery (GATB) to obtain measures of occupational aptitude. The GATB consists of 9 aptitudes measured by 12 tests. The 9 aptitudes are G-General Learning Ability, V-Verbal Aptitude, N-Numerical Aptitude, S-Spatial Aptitude, P-Form Perception, Q-Clerical Perception, K-Motor Coordination, F-Finger Dexterity, and M-Manual Dexterity. The GATB was published in 1947. Since that time, we have accumulated a vast amount of standardization data on the GATB, so that it is now generally regarded as the best validated aptitude test battery in existence for use in vocational guidance.

Since most of this research has been done using samples of younger workers, a question arises as to the applicability of the tests for older persons.

1. Completed Research

We have completed some research showing the relationship between aptitudes and age for adults. Two different studies were conducted, one in New York and the other in four States--California, Pennsylvania, Iowa and Michigan. The New York sample consisted of 1,476 individuals. The four-State sample consisted of 2,439 individuals. The design for the four-State study was similar to that for the New York study. The chief difference in the designs was in the type of control on education. In the New York study the individuals in each age interval had the same percentage distribution of years of education; in the four-State study each individual in the sample had the same number of years of education (12 years).

In general, the pattern of relationship between age and average aptitude scores is similar in the two studies. (I can provide details of these findings, on request.) Inspection of the age curves shows that all aptitudes, except Verbal Aptitude, show some decline in average scores with age. However, the decline is not large for General Learning Ability and Numerical Aptitude. The largest declines (up to 40 points from age 17 to 72) were obtained for Form Perception, Finger Dexterity and Manual Dexterity. Declines of about 20 points from age 17 to age 72 were obtained for Spatial Aptitude, Clerical Aptitude and Motor Coordination.

There is variation among the aptitudes with regard to age of onset of decline. General Learning Ability and Numerical Aptitude show no decline until about age 47. Clerical Perception, Motor Coordination, Finger Dexterity and Manual Dexterity show little or no decline until about age 32. Spatial Aptitude and Form Perception start declining before age 20. After the age of onset, the decline with age is approximately linear.

Note that any interpretation of the results of the age curve studies must be in terms of averages. Since individual differences in rates of change of aptitude scores with age are likely to be substantial, age curves for many individuals may differ considerably from curves based on average scores.

2. Research in Progress

Availability of reasonably good age curve data for GATB aptitudes makes possible the development of age norms for the aptitudes. That is, obtained scores can be adjusted so that the average adjusted aptitude score is the same throughout the age range. Since there is a marked decline in obtained scores with age on most of the aptitudes, the corresponding adjustments would be substantial for older individuals. The question of the desirability of making such adjustments to develop age norms for intelligence and aptitude tests is an old one which has not been resolved. One basis for deciding between unadjusted and age-adjusted aptitude scores lies in comparison of the relative validity of the two sets of scores in prediction of performance for appropriate occupational samples. Research is in progress to determine the validity of age adjustments for aptitudes in prediction of job performance.

Preliminary data from 11 longitudinal studies on specific occupations of widely varying requirements and skill levels indicate that, in most instances, unadjusted and age-adjusted aptitude scores do not differ appreciably in how well they predict training success or early job success.

With reference to the occupations included in this investigation, age adjustments in the aptitude scores resulted in substantially better prediction for only one occupation, but such adjustments resulted in substantially worse prediction for two occupations. For the remaining eight occupations the differences between age-adjusted and unadjusted score prediction were quite small.

3. Research Planned

The investigation on effect of age adjustments was limited to comparisons of validity coefficients of unadjusted and age-adjusted aptitude scores. We plan an additional study (on the same 11 samples) focusing on the individuals who fail established aptitude cutting scores for specific occupations when unadjusted scores are used but pass the same cutting scores when age-adjusted scores are used. Analyses will be done to determine whether these workers who shift from a fail to a pass category on the tests are more like successful workers or unsuccessful workers.

Development of Appropriate Testing Tools and Techiques for Educationally Deficient Individuals

Recently the emphasis in our occupational test development work has changed because of increasing interest in serving educationally dificient individuals. Since many of the hard-core unemployed do not have sufficient literacy skills to take all of the GATB tests, we have undertaken a number of research projects to develop tools for use with these individuals, many of whom are older workers.

1. Research Completed

One of the problems in testing persons with limited education is determing whether the GATB would be a fair measure of their aptitudes. In the past, many of these individuals have been included in group testing sessions for the GATB without such a determination. The result has been that low scores were not meaningful, because there was no way of knowing whether they were a reflection of limited ability, inadequate reading ability, or cultural limitations to perform adequately on the tests.

For this reason, we undertook the development of a short, objective, easily scored screening device to determine the ability of individuals to take the GATB. The device was developed from the practice items for the GATB tests. Eight State agencies participated in the study. More than 800 persons with 8 or fewer years of education were tested.

Results of the study led to the development of a screening device, which consists of three-dimensional space and vocabulary items.

2. Research in Progress

We have undertaken research to develop a nonreading edition of all nine GATB aptitudes which can be administered to persons who are lacking in the basic literacy skills required to take the regular edition of the GATB.

In our work on the new USES nonreading tests, we are making every effort to develop a more suitable method of administration for use with educationally deficient individuals. The directions will be simplified and the format of the tests will have a unique feature. The pictures, forms, and diagrams will be printed directly on a machine-scorable answer sheet. The applicant will be able to make his marks in the appropriate places on the answer sheet even if he cannot read or write.

Fourteen experimental USES tests are being set up in this format. Each of these has been tried out with poorly educated individuals to get information on administration problems and score and time distributions. These tests are now being included in larger scale studies to determine their usefulness for measuring the aptitudes of the educationally deficient individuals for whom the GATB is inappropriate.

3. Research Planned

We plan to conduct a variety of studies on techniques of test administration to uneducated individuals, studies on prediction of success in training (both basic literacy skills and vocational training) and prediction of success on the job, using a variety of tests as experimental predictors.

Development of Achievement Test of Basic Literacy Skills

Tools are also needed to assess achievement level in basic reading and arithmetic skills. The commercially available tests have a number of disadvantages: They are too long; the items are not completely suitable for adults; and no occupational norms are available to permit evaluating the scores in terms of degrees of basic skills required by various occupations. We are now negotiating a contract with a university for the construction of suitable achievement test items. After this phase has been completed, we will solicit the cooperation of State Employment Services in conducting the necessary standardization on experimental samples.

Summary

In summary, the USES has (1) recognized the need for valid measurement of occupational potential of older persons, (2) identified problem areas of measurement and (3) undertaken an aggressive program of research to work toward solutions. Certainly more could be done, but our resources are limited and must be applied to other problems as well.

It should be recognized that there is an alternative to a solid, but time-consuming, research effort. The alternative is to arrive at quick solutions to complex problems of testing on the basis of analysis of inadequate data or on the basis of superficial considerations. Particularly in these days of rapidly evolving programs for youth, older workers, the disadvantaged, etc., there is a real danger that the quick solution to hard problems will take the place of the solid research that is required.

One final word. As the tests and measurement techniques become more refined and appropriate for the purposes intended, we cannot assume that they become less subject to misuse. Qualified counselors sensitive to the needs of the client will always be needed if the tests are to be properly used.

DR. VITELES: Thank you very much.

Our next speaker is Dr. Kenneth Carl who took his degree in education at the Pennsylvania State University in 1959, who has had suitable training and experience both in education and in dealing with problems of training workers and who is currently President of the Williamsport Area Community College.

Dr. Carl will speak on "Vocational Diagnosis vs. Simple Testing Programs for Selection and Orientation of Training for Older Workers."

DR. CARL: Thank you, Mr. Chairman. Ladies and gentlemen. I want to make sure that you understand that I am interested in a selection of, and the orientation to, the best possible occupational choice for the training of the individual unemployed older worker. I care not that you have 30 training stations available to unemployed older workers to learn to be sewing machine operators and that you have reasonable assurance that those persons who satisfactorily complete their training will be employed at X company at $1.75 per hour to start.

I am afraid that most of our training of unemployed adults has been job-oriented rather than person-oriented, or job-engineered, if you prefer. I do not believe we have solved the long-range unemployment problems of most of those persons who have received training or retraining under ARA or MDTA when this training was based on this job-oriented philosophy. This is certainly true of the hard-to-reach, hard-to-teach group.

Or look at it another way. We are essentially saying to the unemployed, "We will provide training for you to learn to be a sewing machine operator at no expense to you. In fact, we will pay you at the rate of the regular unemployment compensation for as long as the training lasts -- up to one year -- if you are the head of a household. We have assurance from X Company that they will have employment for you when the training is

completed. To qualify for training, it is necessary that you show you have at least the minimal aptitude for this kind of work by taking our tests" -- usually the GATB.

So what do I do as an unemployed older worker? If I am really up against it and my unemployment compensation is about to run out, I take the tests, and the training, and the job. But I get out of this rat race as soon as possible because I want to be an auto-body repairman.

This kind of counseling hasn't solved any problems except that a training referral has completed his training and accepted a job which was held for a certain length of time -- and so statistically, it has been successful.

It is interesting to note that the November 10, 1965, report of the National Council on the Aging project in Boston states:

> **"Earlier in the Project, there was a strong tendency for us to lead the applicant into jobs which the Project had previously developed. -- Most of the time, the applicant would not be sold on the jobs developed so that a large number of jobs were never utilized. -- The process had to be reversed. Job counseling first and then job development based on the applicant's interests and abilities."**

Another related fact we must consider is how many people are suffering from the consequences of a practical type of job counseling. As counsellors, we attempt to point out to the individual where he can realistically go in the job market according to the experiences that we have had.

I am a vocational high school graduate. And my vocational training was in mechanical drafting in high school. Upon graduation from high school, I was employed as a draftsman. After one year of industrial experience at that occupation, I was laid off in September 1932, in the midst of the Depression. If I had come to you as a counselor at that time for help, what would you have counseled me to do -- a vocational high school graduate? Would any one of you have thought that I could have become a college president?

As counsellors, we are prone to think of local jobs and jobs as we know them in our limited experience. We must think today of national needs and markets in counseling with people, for their potential far exceeds the limited local opportunities in the occupational world. The new edition of our "bible" -- the long awaited revision of The Dictionary of Occupational Titles will soon be in our hands and will list for us some 39,000 occupations. The problem then will be the same one we have today -- in which area do my talents lie and how do I get there?

To properly counsel each individual as to his vocational potential and help him plot the path to this potential from where he now is involves an extensive guidance and counseling program which we have called for want of a better name "Vocational Diagnosis." We developed this program in 1951 in an attempt to help several hundred members of the United

Mine Workers of America, disabled miners of all ages who could no longer return to their jobs in the mines because of severe disabilities. Disabilities such as silicosis, miners' asthma, heart conditions, broken backs, loss of limbs, eyesight, hearing, all were common, as was a third-to eighth-grade education. And the ages ranged from 30 to 60. I recall one even at 65.

We had as many as 70 of such clients enrolled in either vocational diagnosis or full-time training at one time, in addition to all of our other students. In addition, some of the clients were undergoing physical therapy at the local hospital after school hours in order for them to regain the use of their injured limbs.

I assure you that a few psychological tests, as contained in the usual test battery such as the GATB, are not enough for this group.

As you can imagine, we realized that in order to make a proper vocational diagnosis of the individual, we certainly must know his physical condition and any physical limitations. We, therefore, need a physical examination of the individual to particularly learn of any physical limitations which would affect his occupational choice. Those diseases which are not evident on the surface, such as a heart condition, lungs, epilepsy and many others, cause us many problems in counseling if we are unaware of their limitations on the individual. We should know any medical or physical history the client has had. The M.D., of course, cannot tell us what occupations are best for the client, because he does not know occupations, nor should he be expected to. But we do need from him any limitations in walking, standing, lifting, stooping, sitting, hearing, sight, environmental conditions, such as warm and cold, allergies to dust or oils or other materials, and so forth. As we become older, we acquire such physical limitations which must be considered.

Our present program of voational diagnosis is of three weeks' duration. The staff consists of a competent psychologist and two qualified vocational counselors who have their Master's degrees in Rehabilitation Counseling. We admit an average of 25 clients to each three-week session. The first week is spent in getting to know the individual and helping to motivate him and assure him that he can succeed. His group tours the College, sees the shops and labs and the 44 courses that are available to him at this school which do not require a four-year college degree for graduation. Each department head explains the opportunities available in his department, the working conditions, wages, new advances being made in the industry, and the number of different jobs available to persons with this training, such as the machine shop where we may have as many as 500 different jobs awaiting the trainees. Many are occupations that the client had only heard about but had no understanding of.

It would be nice if we had a few simple tests that could be given to an individual to determine which one of the 39,000 different jobs would be the one for that particular individual. But, unfortunately, it is not this simple and probably never will be.

We administer testing involving all the usual aptitude, interest, intelligence, comprehension, dexterity and visual acuity tests which are given under the supervision of a competent psychologist who must determine if the tests have any validity considering the physical condition of the individual. If not, other types of individual tests must be prescribed in an attempt to learn the capacity of the individual. In some cases where either the M.D. or the psychologist may discover a mental problem, the client would also be referred to a psychiatrist for his evaluation. If serious, all other counseling stops until this problem is removed or brought under control by the psychiatrist.

Upon completion of the physical and psychological evaluation and the tour of the College, we are ready for a job trial situation lasting for approximately three days in each of several occupational areas which were shown by the testing and the physical evaluation to be the ones best for the particular individual. We allow the client to pick the first one to be tried, providing it is within his physical limitations. Our counselors and psychologist suggest and insist, if necessary, that he also try others in which he has a reasonable chance of success so that he has at least tried three and possibly four different occupational areas.

His instruction in each area has been designed to challenge him, and we can measure his aptitude and interest in the area by evaluating how well he has done in this work, compared with others who had previously taken the work and gone on and succeeded.

In some cases, the client expresses interest or the tests indicate aptitude in an area in which we do not offer instruction or work trials in our school. Arrangements are then made to have the client visit and spend a few days in this occupational area in the community, such as the local hospital if he would be interested in becoming an X-ray technician, which we do not presently teach.

The last day of the three-week program is spent in an evaluation and determination of the future plan for each individual. This is done by a committee composed of the psychologist, counselors, the doctor, a representative of the State Bureau of Rehabilitation, a representative of the State Employment Office, a representative from any other group sponsoring the student, such as the VA, or parent, or UMWA, and so on, plus the heads of the departments or areas in which the client tried the miniature work situations or job trials. This committee discusses the client and his whole history -- work, education, physical, psychological, marital status, et cetera, and reviews his work and the counseling done in the program. When a conclusion has been reached by the group, the client is brought in, and he is asked what he has decided he would like to do now. In most cases the client has already made up his mind, and the group concurs and offers him encouragement toward his new goal. Many times it is in an area he never knew existed before he entered this vocational diagnostic program. Once the occupational area has been determined, it is then fairly simple to find a training situation for him.

To date, 3,621 adults have completed our vocational diagnostic program. Approximately 10 per cent have been 40 years of age or older. Lately, the average age has been younger. Primarily, they are high school dropouts and young high school graduates who are confused and do not know what they want to be or do. A few are college drop-outs or

flunk-outs. Over one-half of the total number we have had are physically handicapped.

We have probably not kept all of the statistics we should have on this program, and some day we should do a full follow-up study. The closest estimate we have from periodic checks would indicate that this program has helped at least 90 per cent of the clients.

If anyone wishes to try this program in his community, be sure you have a considerable number of shops, labs and courses available that are well equipped to provide work trials with a wide range of aptitude, skill and comprehension. Ours vary from linoleum laying and tile setting up through and including data processing, tape control and all of this sort of thing, into tool making, tool design, electronics, et cetera.

I should mention the MDTA program. We wonder at the fact that it is reported by the Secretary of Labor to the Congress that 10.9 per cent of the trainees under the Manpower Development and Training Act were 45 years of age and over. We think that this is an insignificant number of older unemployed workers. It is a most significant number when we think of the percentage of unemployed older workers to total unemployed -- 38.9 per cent -- and of the fact that the older the group, the less general basic education and the more physical and mental handicaps in the group. It is surprising to me that even this percentage survived the GATB tests to gain admission to the training program. It is even more significant when we think of the limited training opportunities that have been open to them.

At the present time we have approximately 50 MDTA trainees in our college out of a total full-time enrollment of 1,413 students. We are operating three MDTA courses -- surgical technician, bench carpentry, and woodworking machine operator. The MDTA trainees who complete their training are all going to work.

We do not plan to offer any more full-time MDTA training courses, that is, courses which are only open to MDTA trainees. We will now accept MDTA trainees in every course we offer on an individual referral basis. They must meet the same entrance requirements for the particular course as any other student in that particular course. They must perform to the same standards. We believe that this will provide many more opportunities for MDTA trainees to prepare for the occupation they desire and have the aptitude for. So instead of only three courses open to them, they now have 44, which should help to take care of the individual differences in this group. Thus, our MDTA training program will become person-oriented rather than job-oriented.

I wish Bernard Ulrich had included vocational diagnosis as a part of the study that he mentioned this morning. I feel that the systems approach needs a vocational diagnostic program with job trials added to it. Six hundred hours of prevocational training is quite a lot for most older workers.

Thank you.

DR. VITELES: Thank you.

Finally, we shall hear from Mr. Theodore Maughan who trained at Utah State University, has had considerable military service and experience and is currently Director of the Utah State Employment Service.

Mr. Maughan is going to talk about, "The Utah Experience.:

MR. MAUGHAN: Ladies and gentlemen, I appreciate being here. I was asked to come and to briefly explain why Utah has about 20 per cent of their MDTA trainees over 45 years of age compared to the national average of 10.9.

Before I get into that, I would like to give you a few statistics to serve as a frame of reference. And I hope that maybe I can answer the question satisfactorily. If I can't, I understand we have a brief work session later, and I can answer questions at that time.

During our entire history with the MDTA, a little better than 20 per cent of our trainees have been over 45 years of age. Of those who have completed training, better than 30 per cent are over 45 years of age.

A few other things we should bear in mind are that nationwide, about 30 per cent of the labor force is 45 years of age or over. In Utah, about 34 per cent of our labor force is 45 years of age and over. Nationwide, about 26 per cent of the unemployed are 45 years of age and over. And in Utah, slightly under 21 per cent.

For every 100 adults in Utah aged between 21 and 64, we have 67 children aged between 6 and 17. It is estimated that 57 per cent of our entire population is under the age of 25.

Utah's work force has the highest educational attainment in the nation. The median school years attended for persons over 25 is 12.2 years. This compares to a nationwide average median of 10.5 years. Eighty-three per cent of our ninth graders graduate from high school compared to a nationwide average of 74 per cent. Not quite 5.5 per cent of our young men called up by the Selective Service are rejected because of mental reasons. This compares with a nationwide figure of approximately not quite 25 per cent.

With a younger work force, a lower proportion of the unemployed 45 years of age or over, and a higher proportion of well-trained youth entering the labor market each year than the nationwide average, it is interesting to explore how Utah achieved the record of approximately doubling the national average in placing older workers in an MDTA training situation.

I could say that we are a "bunch of good guys," and we try our best to get the older worker in the MDTA training in preference to other types of workers. But I don't believe I could honestly make that statement.

I listened to Dr. Carl, and he expounded the philosophy that in Utah we have been trying to follow.

I believe it is time that the Employment Service and other agencies connected with the manpower program become oriented toward the individual who seeks our service rather than towards a job or an employer. And this is the philosophy we have tried to move to in our Employment Service operations in our small State in the Western mountains.

I explored with some of our counselors and our selection officers in MDTA how we accomplished this record. And this is what they told me:

They took an interest in the applicants who had application cards in our file. They reviewed them. They called them in. They talked to the individuals. They became acquainted with them. And they attempted to design a plan of service to fit the individual's needs.

Sometimes the applicants would be called in in groups. Unfortunately, in these groups they do not mix the sexes, but the groups otherwise are heterogeneous rather than homogeneous -- that is, of different social, cultural, ethnic backgrounds. The educational attainment ranges from no schooling to college graduates. Our counselors have group discussions with the individuals to motivate them. And I believe that this is one of the keys to our service to the individual -- the attitude of our staff, the attitude of the community, and the motivation that is provided to the worker.

This is not the complete story. I would like to talk about something else. But before I leave attitude and motivation, the local employment office reflects the attitude of the community toward the employment of any group, whether it is a minority group, the older workers, youth, the unemployment compensation claimant or any other person. The local employment office attempts to interpret the feelings of the business community and the feelings of the labor community in their operations. Our instructions, on selection of trainees, are to select for the projects we propose trainees who have a reasonable chance of obtaining employment. And if selection is job-oriented, instead of oriented to individual needs, I believe that we do discriminate against the older person. Certainly, the use of tests as the sole criterion for the inclusion of a trainee in a program would lead to serious disservice to many of our applicants in all age groups. I don't believe this tells the whole story.

I divided our trainees into three groups and made an analysis of the data. I separated out the data for our three very good special youth projects. I separated out the data for another group that I will talk about, in a minute. And the remainder fell just about on the national average in the proportion of older workers to the rest of the workers in our training program.

Now I would like to talk about the second "separated-out" group. Here, I believe, we find our answer to our puzzle. We also find something that can be exploited in serving the older worker.

Several years ago, we realized that there was a rapidly changing technology in the construction industry. We made an intensive study in construction in Utah and in the jurisdiction of Building Trades Councils which lap over our State lines in some instances. We found that there were a number of construction workers who were rapidly becoming technologically obsolete. Their periods of unemployment were becoming more frequent, and the duration of their unemployment was becoming longer.

The construction industry was concerned about the lack of qualified tradesmen for that industry. They were trying to get their apprenticeship programs enlarged to meet the shortage of skilled workers. The construction unions were concerned about their members not being employed full time. And they were concerned about the apparent lack of skilled construction workers who could be used by employers.

I proposed to the construction industry, both management and labor, that we take the individuals who had become or were rapidly becoming technologically obsolete and provide them with upgrading training. And the first three MDTA projects in Utah were of this type.

We selected from the construction trades, along with management and the unions, those persons who had become technologically obsolete as evidenced by their lack of employment during a relatively high construction period. We designed a training program, along with Vocational Education and with the advice of the construction industry and the labor unions. We sent these men to school.

We started with carpenters. And just as soon as the other construction trades found out what we had done for carpenters, they were in pounding my desk. The business agents wanted the same break for their members. They were complaining that we were discriminating against them in favor of the carpenters.

We set up a training program for the structural steel workers, one for the ironworkers, one for the sheetmetal workers, and then something happened. I was informed that the Internationals of some of the unions did not want to get involved in this program. Perhaps that is right; I do not know. This I do know. We have had several very successful upgrading training programs for carpenters and steel workers, and these unions have asked us to repeat these upgrading training programs several times. And, just through the nature of things, if you take a skilled construction worker, a person who has worked in the construction trades for a long time, who has become technologically obsolete, he is bound to be over 45 years of age or very close to it. Most important, this is a preventive approach rather than a cure of long-term unemployment. The early identification of workers who are becoming occupationally obsolete, the providing of these workers with either up-grading training or retraining before they become unemployed, is a positive rather than a passive program in solving some of our unemployment problems.

And now, Dr. Viteles, I have talked for 19 minutes. I am going to quit.

DR. VITELES: Thank you.

Well, I think you all recognize that we have been exposed to a number of most stimulating ideas with respect to dealing with the problem of selecting older workers for training. We are now ready to proceed into the workshop. The problem of making use of what has been presented involves serious consideration on the part of the people who are out on the front lines dealing with problems of the older worker. And it is, of course, the group sitting here now which can most readily and most effectively come up with the practical recommendations.

We are going to discuss the selection of the older worker. It seems to me, we ought to start by defining what we mean by the older worker. At a caucus held at noon, it was agreed that we ought to think of the older worker as the man at least 45 years of age or older. Perhaps we can also think of the man between 40 and 45, but certainly not younger than 40.

There is a practical reason for doing so since industry explains its unwillingness to hire older workers very frequently on the grounds that the pension schemes which operate in most plants require 20 or 25 years of service. And the industry is not in a position to hire a man at age 35 or 40 and turn him out without a pension at the end of that time. And the industry is unable to give him a pension because of the rules which govern the allotment of pensions.

So 40 to 45 -- and especially the latter age -- seems to be a pretty good figure with which to start around which to center our discussion.

For women -- if we are going to discuss women -- it seems to me we might reduce the concept of "older" to about age 35 because, again, women are permitted to retire at age 55 or 60 as compared with 60 or 65 in the case of men. And also, because the prejudices which exist in industry with respect to the hiring of so-called older people make an impact at an earlier age in the case of women.

At my age, it is very difficult for me to conceive of anybody 35 or 40 or 45 years of age being old. But, nevertheless, this is the context in which we are working. And I suggest that we limit ourselves to the discussion of these groups.

Our mission is to come up with recommendations. And I would suggest, in order to start this discussion, that we think of recommendations that involve a statement of a series of principles governing the selection of the older worker for training and that these principles apply to action, development and research, these being, in fact, the three areas about which we heard from our speakers today.

By "action", I mean something that on the basis of what we know with some degree of certainty can be done now.

By "research", I mean those problems which need considerably more intensive and prolonged investigation, that need to be solved before we can come up with an action principle.

By "development", I mean the gray area in between, the kind of research that was briefly referred to by Dr. Droege, the approach which involves making use of data that are already available, facts which are already present in incomplete form, but offering the opportunity for a kind of sophisticated guess as to what should be the best course of action for the moment, pending a better resolution of the problem through research.

Does this seem to be a reasonable frame of reference for this workshop?

All right, the floor is yours. By "yours", I mean anybody. Who wants to start?

And please, as you get up, give your name and your association -- the organization which you represent. And do it each time, because we can't expect the young woman who is doing the stenotyping to remember who you are and where you are from.

DR. FRANK FAHEY (Director, Center for Community Analysis, University of Notre Dame, South Bend, Ind.): I am somewhat concerned or would like to have a little more information if at all possible. There has been talk about not getting the job set up first then setting up a training program and getting so many bodies to go into this training program, but rather to express concern for the individual and to find out what he wants to do, what he is capable of doing, and then organizing a training program about these facts. Well, if no jobs would then be available, I think that this is perhaps an unrealistic approach. And specifically to Dr. Carl who it appears has been doing this type of thing, I would like to ask the question: How many of the trainees that you have get jobs in the areas for which they have been trained?

DR. CARL: Approximately 100 per cent. We have a full-time placement office. We feel it is our responsibility to place every one of our students.

Of course, on the MDTA referrals, it is the responsibility of the State Employment Service. And we as a public school may do nothing in placement of these students and must refer the students back to the State Employment Service for placement.

Our shop instructors must have had at least six years in the industry. Some of them have 20 years in tool making and grinding, et cetera, et cetera. They know the supervisors in industry by first name. They worked in the plants. And, of course, you must remember that we are a small community of 42,000 people. This would not be possible in Philadelphia or New York City. But everybody is on a first name basis pretty much. Our instructors can call and talk with the supervisors of the varous area plants. When a job opportunity comes up for a milling machine operator, the instructor knows Johnny. He knows what Johnny can do and what his limitations might be, and can get some pretty close liaison here.

We have no problems in placement, particularly today. We have had as high as 400 Pennsylvania State Bureau of Rehabilitation clients attending our school for many years. Some of these could be New York State rehabs. We have had quite a large number of New

York State Rehabs and a few from many other States. I really do not feel there is too much of a problem in the placement of the older worker provided we can give him training.

We have had very little experience with the person who is of the hard-core, hard-to-reach, hard-to-teach group and who is functionally illiterate. Our work has been with those who were trainable, those we could train at least to be a drill press operator or a linoleum layer, something along this line, pattern making, plumbing, welding. And, of course, in welding, we can go to a welding technician which is a two-year program, or we can stop at 10 weeks and put out an acetylene aircraft welder who simply does various types of acetylene welds on aircraft tubing.

DR. VITELES: Mr. Carl, are you essentially saying, then, that your type of program is useful, is practicable, only in the smaller community, perhaps where you, indeed, know which jobs are available, where you can deterine with a great deal of certainty that a job will be available after the individual has been trained?

DR. CARL: I think you are interpreting me too literally here. I am sure it is applicable to Philadelphia or New York or any place else. However, we would not get down to this first name basis in a larger city, nor could the instructor know supervisors in industry as well as he does in a smaller community. Other than that, I would think it would be adaptable any place.

DR. VITELES: Yes, sir.

DR. R. MEREDITH BELBIN: (Consultant, Organization for Economic Cooperation and Development, Paris, France): "Selection for Training -- Do Present Practices Militate Against Older Workers?" I wonder if it might be worthwhile my having a stab at this particular question since it is the subject of this workshop. And may I propose to you the provocative question that present practices do militate against older workers, especially insofar as this GATB is applied under the MDTA program.

It is nearly always the case that where selection tests and batteries are applied, older people are excluded from training situations. The more rigorously they are applied, the greater the proportion that is excluded.

Now, perhaps the significant question we ought to ask ourselves is whether older people are being excluded from these courses on sound grounds. It might seem fairly rational, logically, to exclude people from training courses if their scores shown on certain selection tests are low. But we have had a fair bit of experience in England at examing the relationship between job performance and scores on a very wide battery of tests. And I have never ceased to be astonished at the very poor correlations that do exist.

To take a seemingly clear-cut case, that of designers in the textile industry. I don't know what sort of abilities you might imagine are necessary for the job of a textile designer, but one might suppose that one essential requirement was that the person should not be color-blind. And so the placement council applied a color-vision test for designers and proceeded to validate this on designers already in the industry. They came up with the astonishing result that some of the most successful designers showed color-vision defects -- quite serious color-vision defects.

And one of the things that seems to crop up so frequently in this field is that people obtain poor scores on certain types of performance tests, and yet they compensate for this in other ways, and that when trainees are highly motivated towards learning or motivated toward jobs, their ultimate performances are very much higher than might be predicted from selection tests.

So, with all this, I am wondering what our starting point should really be, what sort of value we should place on selection tests as far as the acceptance of older workers into training programs is concerned. And I would very much like to hear the views of the speakers on the subject. I would like to hear some sort of hypotheses put forward.

I think everyone so far has been frightfully circumspect and cautious about what they have said about selection tests. I would like to see some hypotheses put forward about the area where they think the most value is going to lie in the future in the administration of these tests.

DR. VITELES: In other words, so far as a practical recommendation is concerned, you would like to consider the possibility of making the recommendation that selection tests should be discarded?

I am not phrasing this as my hypothesis. I will if you want me to, but essentially, this is what you want us to consider?

DR. BELBIN: That's putting it very strongly.

DR. VITELES: Naturally.

DR. BELBIN: I would like to say that I think our starting point should be one of skepticism until the necessary work of validation has been carried out.

Now, in the General Post Office that I mentioned to you this morning, I referred to the fact that the Civil Service Commission administered a battery of selection tests on postmen. A similar battery is also applied to telephonists. And in one experiment, we selected groups of people who would have failed on the previous scores. There was a group of telephonists and a group of postal sorters. Each group was put through the normal training procedures. And these two groups showed, at the conclusion of training, performance scores not inferior to those who had passed the tests. And I think there is perhaps a good case for saying that the relevance of selection tests depends on the efficacy of training methods. The better the training methods, the less important it is to have selection tests, the object of which is to exclude people from training.

I would like to have that as the speaker's proposed starting point.

DR. PALLONE: I would like to make one comment, but really to ask Dr. Droege to describe current procedures for determining minimally qualifying scores for MDTA trainees.

As I understand it, we were faced with a peculiar situation locally of having a 95 G score or an ideal 95, qualifying for enrollment.

DR. VITELES: Dr. Pallone, I would like to make a comment.

I am going to rule you out of order. I don't think we ought to get into the discussion of specific scores for selection for a given job. I think we only have an hour and a quarter in which to discuss the basic principles. We ought to devote ourselves to that.

DR. PALLONE: Let me rephrase it, then.

As I understand the process, it is quite possible for certain selection scores to be established on statistical grounds in the State of Indiana and other scores to obtain in Illinois and still other scores to obtain in California for the same occupation. And I would like to pass it along to Dr. Droege now and ask him to describe that process.

MR. DROEGE: We have 36 State Employment Services that get special funds for test research to do just this kind of thing, to develop aptitude test norms for specific occupations and MDTA training courses.

Now, if Indiana does a study on a particular occupation -- let's say machine operator -- it does research in accordance with the procedures that we have developed for these studies and sends in the data to us in the National Office. And, let's say, Illinois does another study on the same occupation. We take a look at both studies, and we see to what extent we can develop a set of test norms on one sample that will cross-validate on the other. In some cases, this is possible; in other cases it is not. When it is not possible, what we do is to see whether we can come up with a single test battery, based on data from the two samples, to give us a good prediction on both samples. We can't claim any cross-validation here. In some cases a State will make a case that, because a test battery was developed in a particular plant or training course, that test battery should be used in that location rather than a test battery based on data from different locations. This is based on the concept of the norms being more valid in the location where they were developed than in other locations.

DR. VITELES: In other words, there can be differences among local norms with respect to predictability of the test. Is that it?

MR. DROEGE: Right.

DR. VITELES: Based in part possibly upon local differences in the construction and the organization of the trade and the operation?

MR. DROEGE: Right.

DR. PALLONE: Or just the occupation structure.

DR. ELVIN RASOF (Curriculum Consultant, MDTA, Detroit Public Schools and Wayne State University, Detroit, Mich.): We are one of the large MDTA basic multi-occupational programs. Have you gentlemen heard of "basic education" and the fact there is no threshold that one must pass to get into an MDTA program this way? That you can take in people who don't reach these particular levels? In fact, 20 per cent of our population are complete illiterates. (And this doesn't mean computer operators.) But, Mr. Chairman, I walked in a little late so I might have missed something when you were drawing your guidelines. I am a little disturbed when we speak in the same breath about the community college and the 30,000 people we determined are illiterates in Detroit. Community college -- this is another world altogether.

DR. VITELES: This is 30 per cent of your older workers who need retraining?

MR. RASOF: Thirty thousand in Detroit are considered hard-core unemployed. We trained 1100 last year. Of this 1100, 37 per cent were over 45. This will be part of my presentation tomorrow, and I don't want to give it all away. But I would like to tell you we had some success with basic education leading into the MDTA program, (what is called the multioccupation basic education combination). And I would like to say we have found that these people do do very good work.

We have developed a job-seeking clinic within our program. We take the man before he is ready to leave, even if he already has a job, and try to sharpen up for example the test taking skills. It doesn't mean we give him tests day after day, but try to give him some kind of testing to prepare him for the outside world.

And I would like to make a recommendation that there are some job-seeking skills that can be sharpened in almost every project.

DR. VITELES: You are suggesting, then, that one practical recommendation might be that steps be taken to sharpen up the job-seeking skills which include the sharpening up of the capacity to take --

MR. RASOF: -- a test. Some of these people have never taken a test. And, incidentally, this should be close to the end of the course, not at the beginning.

here and two weeks there and get completely muddied up.

DR. VITELES: Yes, sir.

DR. FAHEY: I think that we are all on the same general track. And the problem is definitely that the older worker is discriminated against.

I have data from South Bend on a general survey and a specific survey of older workers in training, and these workers in training are of significantly higher educational attainment than those who are not in training. So obviously those who are not in training, who are unemployed to a greater extent than are this better educated group, don't get into it.

I think that the speech we had this morning by Mr. Belbin in regard to changing our methods of training may be very important; that too often these training programs rely on verbal skills. Time after time, I had workers who were actually in these training programs say the training course was fine, but the book work was terrible. They hated the idea of going into books. And I think that those who have low verbal attainment should be perhaps put in courses in which the verbal factor is not too important and more emphasis is given to non-textbook type of teaching; and that we can take these functional illiterates and put them into a training program where they can get something worthwhile out of it.

DR. VITELES: Any further comments?

MR. SEILER: I was in the GATB program for seven years, and developing GATB norms was my primary function, I think that everybody should know that a set of norms developed in one State on a sample of 50 people is used throughout the country. In most cases, people who are successful on a job are arbitrarily dichotomized into high and low success groups. As far as cross-validation is concerned, at least, conservatively, 80 per cent of the norms are not cross-validated. I think that it should be a recommendation of the conference that some change be made in the kind and size of samples that are available before a set of norms is used throughout the country. I would hope that we could come out with some sort of recommendation with respect to norms.

With respect to the question, do these norms work against the older person, I think that we need research to prove that they do work against the older person. Nobody has presented anything today which has proven that point.

If we get off into a discussion on making job placements, we can talk forever and get away from our topic today.

I am assuming that Dr. Carl has experienced a very low dropout rate. Now, if he has a low dropout rate, I again assume that it means that his students have the abilities to learn the occupations that they are training in. And if they do have the necessary abilities, I would like to know what the key elements are in selecting these students.

A student may try different work-samples and decide that he would like to take training in a certain occupation. However, Dr. Carl's psychologist and other people make the final determination. Question to Dr. Carl: Do you know whether or not the applicants actually meet certain GATB norms or other norms before you take them into your training? If you don't and if you haven't even explored this area, maybe you can get together with the Employment Service and do some meaningful research.

DR. CARL: To answer you, let me take one person.

First, we don't follow the GATB scores. Our psychologists do not believe in them per se. We have developed our own because we could not find in certain areas good tests to measure what we needed to test.

Here I have a miner, 49 years of age, with a fourth-grade education, married with two dependents. He has a cardiac condition. The Beta I.Q. is 98 which gives him a 40 percentile. Bennett Mechanical Comprehension 29, 15 percentile. Minnesota Paper Form Board, 8; Tool Score 53, slightly above average; Dexterity looks like 16; Minimal clerical, number 63, which would be 7th percentile. Clerical Names, 40, second percentile. WTI-math -- and here is where we could not find an acceptable test, we had to develop our own math test -- he ranked 4, or second percentile.

He wears glasses. His visual distance, both eyes, 20 over 33. Right, 20 over 40. Left, 20 over 33. Nearsighted, 13 over 17. Right eye, 13 over 17. Left eye, 13 over 26. Clear fair depth, zero.

Job trials, electric motor winding seven days. He took four. And then he went back later for three more days. Sign painting one day, carpentry one day, office machine servicing of typewriters two days.

He wound up in electric motor winding and repair. I didn't see anything in these tests which indicated that electric motor winding and repair was the thing this young man should have gotten into in the first place. It clearly developed from job trials from the areas where the tests indicated to us that he had the basic minimal aptitude to succeed in that kind of work, with the dexterity and the tool dexterity and so forth.

Naturally, he could read and write. He wasn't down this far.

We accept any applicant that anybody sends to us -- the State Bureau of Rehabilitation and others -- and try to work from there.

DR. BELBIN: I am very interested in Dr. Carl's point which I think is a very significant one. And it closely parallels our own experiences in England.

We have got a certain project, currently in operation, for research in the problems of industrial retraining. And we found such remarkably poor correlations between performance on many selection tests, that seemed logically related to particular jobs, and ultimate job performance after training that we had to rethink the whole problem of selection afresh. Reviewing the overall results, we have found that a better predictor of ultimate success was good performance at a very early stage, during training for the specific job.

And, therefore, what we have done is develop a hypothesis that the important thing in selection procedures is not to measure performance on a particular selection test which, after all, is only going to give a measure of attainment and ability at that specific point in time, but to measure learning ability over a short period of time on a particular task in which the individual has no previous experience.

We, therefore, have a project which is taking place at the present time in the government training centers whereby learning tests, related to the job the person is ultimately to perform, are being applied as selection procedures, with a view to seeing if these give better predictive value than selection tests themselves.

I am reluctant to comment prematurely on what the results of this are going to be. But my impression is that a measure of learning ability in these situations looks as though it is going to be more promising than the more static picture of performance that emerges from the application of selection tests.

DR. VITELES: I am going to try to draw these threads together as we go along.

It seems to me that what we can agree upon now, without getting into too long an argument on the usefulness of tests, is that this group would discourage the use of tests in selecting older people for training which had not been thoroughly validated and cross-validated, both with respect to predictability and cutting scores, with a sample chosen from the population that is under consideration, that is, with whom we have to deal.

DR. CARL: I don't know as I would exactly agree with that.

DR. VITELES: Let me just elaborate on this a bit.

I suspect that I can cite just as much evidence with respect to the usefulness and long-range predictability of tests as you can cite negative evidence -- possibly more -- because I have been in this field 45 years. And I believe that I can cite more evidence than you can on the numerous instances in which tests have been misused, because of the failure to cross-validate both the tests and the cutting scores against a respectable criterion and on an appropriate population sample. But the fact that this happens does not mean, in my opinion, that we should discard tests where they can be useful and where, indeed, perhaps the training as a predictor for selection may not prove useful for two reasons: One, because of the length of the training program required to determine future work adjustment is too long. Two, because of the number of times in which it has been shown that even early training on a task is not necessarily a predictor of later performance on a task.

However, I think I would be inclined, along with this first recommendation, to suggest another -- and then I think we will be ready to hear from Dr. Carl again -- namely, that more attention be paid to the possibility of a good, sound long-enough training experience as a basis for selecting people for training.

In spite of my frequent and quite successful use of tests in many instances, I still contend that the best predictor of future performance is the past behavior of the individual. The only reason we can't use this fully is because we do not have enough opportunities to observe the individual under standard conditions for a long enough time. And we do not even have the techniques for recording such observations.

But a training program on the job itself provides an ideal situation for observing the behavior of the individual and, from that, predicting future success on the job. And there is a considerable amount of experience, including my own experience in transferring people from gas plants to electric plants, in selecting and training programmers in the modern situation, that indicates there is a good deal of merit in this as one of the many approaches that can be taken toward selection for the training of older workers.

DR. CARL: I would essentially agree with you. However, I think that I would not want to stop the use of tests until such time as we validate this thing all the way across the board, because we need every assistance we can get to help us in helping the individual get to what he wants to do. And even though at times we feel the tests are quite poor indicators, if a boy can come up with an 85 percentile in the Minnesota Paper Form Board, this does tell us something. And we would want to use it. Whether or not we fully validate it, the reliability of this particular situation, I wouldn't worry about this at this time. I still want to use the tests that we have today.

I agree with you we should carry on further research to know where we are going in it

DR. FAHEY: One problem bothers me -- I am not a tester, and I don't really understand too much about it so you can excuse my ignorance, and I see where they would be very useful in putting an individual into a particular type of training program -- but I think the big problem we face here with the older worker is getting a person into a training program. I think all these people should have an equal opportunity to get into a training program and that this selectivity should not be according to tests. And after you have determined whether or not they are eligible for teaching, by whatever criteria you use, then you will set up particular kinds of training courses to cover the wide range of abilities that you have.

Certainly, you couldn't put an illiterate in a class that requires reading. But he should have something that he can go into. And it shouldn't have to be Basic Education. Many a 55-year-old man or woman is highly insulted that they have lived all this time without reading and they don't know why they have to read now. But is there something that they can be trained for ? And I think that is the main problem.

DR. VITELES: Could you rephrase that in terms of a recommendation that we might make ?

DR. FAHEY: I would recommend that older workers be accepted for training without regard to test scores. Test scores would only apply where we are putting them in a particular training course.

MR. SEILER: What kind of training are you talking about ? All the training is specific occupational training.

DR. FAHEY: I think training is functionally good for much different reasons than you do. I think it is good for its own sake, whether the person does what he is trained for or not, which I think most of you would not agree to. And I give my reasons for that tomorrow.

MR. DROEGE: I would like to come back to Dr. Carl's comment and Dr. Viteles' points about the cross-validation.

It seems to me that although cross-validation is certainly an ideal that we should shoot for, to require it before the tests are used operationally -- and I don't mean necessarily in straight selection; I mean counseling too -- is not entirely realistic. We don't require cross-validation of other information about the individual for determing whether he would meet the qualifications for a particular training course or job. We use what information we think is relevant based on whatever research has been done.

I think cross-validation is good, and we ought to do as much as we can to get this kind of evidence. But to insist that it be obtained, I think is not realistic.

DR. VITELES: I just want to say one word on that, but we will have to have a vote on these issues before we go. I was a member of the original board that set up the Occupational Analysis Section of the U.S. Employment Service. My great fight all along with that board and the people who followed in the Employment Service was the failure to take the time to do the cross-validation. And we are paying for this failure right now because we have instruments, and we do not know the real worth of these instruments in particular situations.

So if the group as a whole votes against this cross-validation, I want to go on record as still saying this is absolutely required.

Go ahead.

DR. PALLONE: I just wanted to comment on Dr. Fahey's and Dr. Droege's statements.

This isn't applicable necessarily only to the use of the GATB or any other aptitude battery with an older worker population, but I think with any population. I think one of the difficulties has been that in only rare instances are the critical aptitudes necessary for success in a specific occupation, as opposed to the general aptitudes necessary for general occupational success, the ability to apply the procedure in doing whatever task is under consideration, not a specific task, but any task.

It seems to me that when there are areas of overlap, such that there is a range of acceptability, verbal ability, among screw machine operators and refrigeration mechanics, then we have not yet parceled out or factored out the critical aptitudes that are necessary for success in those two occupations.

And I think that this is one area that we have to go into in test development, to make tests more appropriate as selection devices across the board, let alone for older workers.

MR. TASH: I propose a recommendation along the lines of action.

If we de-emphasize testing, and place more emphasis on a person's past behavior, there is a greater need for selecting highly qualified vocational counsellors.

I recall that two projects we evaluated standarized tests were not used. But the people who were employed as counselors were not qualified to make good subjective counseling appraisals. They had little past experience. Unquestionably it is difficult to get people who are qualified to make this type of appraisal. We were convinced that a test even if not completely adequate, was still better than what such counselors were able to accomplish.

So I would suggest that if we de-emphasize a standardized test, there should be a greater urgency to see that qualified people are employed for this assessment process.

DR. VITELES: Any comments, further discussion of this idea?

MR. PARKER ROBINSON: (Chief Supervisor, Massachusetts Division of Employment Security):

I couldn't agree more with what Mr. Tash said. And I intended to bring that point up.

I think most of the Employment Service agencies throughout the country, and I believe Mr. Maughan would support me in this, because of the tremendous challenges we have had in the past few years with all of these programs under the Great Society, lack a sufficient number of professionally trained persons who have the judgment of persons such as a couple of our distinguished panel members.

Oftentimes, a person who is personally responsible at the local Employment Service office for the selection of a candidate for MDTA, -- whether he be an older worker or a youth -- may have only been on that position less than a year. He may have only been in the agency less than a year. And even those who have had a considerable length of service with an agency may not have had the particular type of experience and training to fully qualify them for the judgment necessary to select the properly qualified person. And I certainly would oppose the abandonment of tests at this time unless we are absolutely sure we could secure a sufficient number of highly trained, competent people at the local level for this position.

MR. VITELES: May I make a comment on this?

There has been a kind of renaissance of interest in the literature in interviewing and in the validity and reliability of the interview. More and more articles are appearing on this issue. And they again show that the extent of agreement among independent observers in the assessment of an individual is frequently small. But here the U.S. Employment Service demonstrated many years ago, in the case of training job analysts, that by properly designing the training program, you could come out with a corps of job analysts who would come up with pretty much the same evaluation of the job, with the same ratings on the various characteristics. And I think that it is very well that at this point we have recognized the need for consistent training of anybody who is going to be involved in the selection process, in order to achieve maximum results in the use of the interview. That might well be one of the principles that we formulate here.

I cut you off, Dr. Belbin.

DR. BELBIN: I am frightened that we are going to conclude that we should abandon our selection tests. I don't think I have heard anybody propose this. I certainly haven't proposed it myself. All I have done is draw attention to the fact that many selection tests that appear to logically relate to job performance, in fact, when we consider their results against ultimate job performance, give disappointing correlations.

What I would, therefore, like to propose with regard to this is not that selection tests be abandoned, not at all, because we want to develop our knowledge about selection tests -- this is one of the objects of the endeavor -- but that selection should be used to guide placement as between different training courses as far as possible, and that we should not think of selection tests as the agency for excluding people from training altogether.

I think this is the point that Professor Fahey was bringing out. I think it is in practice the significant point, as far as the application of this GATB test is conderned in the general employment field.

In fact, I think we should exclude tests from training courses altogether, where they are used as the basis for exclusion unless they have been validated.

DR. VITELES: And cross-validated.

DR. BELBIN: Cross-validated.

DR. VITELES: Any further?

MR. JOHN KOENIG: (Director, Manpower Training, State Department of Education, Tenton, N. J.): I agree with the statements that have been made so far. I am in agreement that we shouldn't abandon the tests, obviously, and that we should work toward the cross-validation of the tests. But I concur with the gentleman from South Bend in that if we use the test, and tests can be used as a discriminating factor, some of the older people may not even be admitted to the program. This I think, is one of the serious problems here.

In New Jersey we are moving toward multi-skills centers, very similar to many that have been set up in the country. We have three in operation, two more to open soon and two more in development. We will have seven or eight skills centers, hoping that we can cope with what you are talking about.

We have an agreement worked out now with the Employment Service whereby referals come in unclassified. They have not been given tests -- in certain cases, not even at the Employment Center -- for the simple reason that some of these people have never taken a test. If the trainee is a youth, some have vivid memories of recent tests flunked in school. Many are scared of tests. This factor alone would invalidate the tests to start with.

We do not give tests to the trainee the first day he or she arrives at the Skills Center, nor do we start them in Basic Education the first day. Trainees are permitted to survey the operations that are available. Very similar, apparently, to what Dr. Carl suggested, to stir up an interest.

All of our jobs are set up in clusters, such as clerical skills, and food services as opposed to cook, typist, or file clerk, classifications.

For example -- clerical skills. Everyone starts as a file clerk, because even if they are going to be a stenographer, they should know something about filing. From this point, everyone progresses at his own rate. Trainees in the same class will be graduated as file clerks, some as clerk typists, others as stenographers. Abilities deterime occupational attainment within the clerical skills cluster.

I think the other point, as far as action goes in all of these skills that we are setting up, is that we have advisory committees from industry for each occupation. For instance, take our short program for bank clerks. Personnel from banking industry advise us on the curriculum. They also talk to our students. Nothing seems to motivate our students more than having employers come in and say, "We have X number of openings for bank clerks."

They also talk about the importance of personal grooming, personal adjustment, and punctuality. I would like to recommend that we not rule the tests out, getting back to tests, but at the same time, I don't think it should be the all-important determining factor as to whether a trainee he should be admitted into the program in the first place.

MR. DROEGE: Let me just make a comment in clarification as to what the Employment Service policy is on use of tests with the disadvantaged, and the difference between policy and practice. The recommended procedure here is that if the person is considered disadvantaged in any way, he is referred to a counselor who looks at this individual, not from the point of view of screening him in or out of a training course, but from the point of view of considering what are the alternatives for this individual. A number of training courses may be available. There may be a possibility for direct placement. All of these should be considered. With regard to the use of aptitude tests, the idea is that, if the individual does not have the basic literacy skills to take tests that require such skills, he is not to be tested with these but only with tests not requiring literacy skills.

Now, the practice is not always in line with policy -- leading to the criticism we hear discussed now, that the tests are, in fact, in many instances used for screening in or out of a particular training course.

DR. VITELES: Yes.

MR. MILTON ROSENBERG: (Director of Employment, New York State Commission for Human Rights, New York City): There is one point I haven't heard mentioned at all. The entire emphasis is on manpower training programs under some form of government supervision or assistance.

Now, what I am concerned with is: what about the point that present practices militating against the older worker may include the fact that there is a specific age barrier before you are even eligible for consideration for a training program in private industry, at least, and even in some governmental situations? Take the building construction industry where the apprenticeship rules are very clear, 17 to 26; take other situations where private industry will say, "We are considering people only up to age 28," for a certain training program. And these are not only those training programs where there is a three, - four - or five-year period, but even training programs of a year or two.

That's the first part of my question. What is being done in connection with answering the question as to how valid are the specific age barriers set forth without reference to anything except your eligibility to come in and be considered?

As I understand your comments this morning, Doctor, you suggested there were some areas in which learning ability stopped even as early as 18 or 19. And so, in the 20's, there was a clear diminution of ability.

I don't know who would answer that question for me. I assume Dr. Droege or the moderator.

DR. CARL: May I comment? In 1945, we started a course in heavy construction equipment, operation and maintenance. Boys, to get jobs, had to go non-union -- work non-union for a couple of years, and then they could join the union. It depends on what we are talking about. The communities and the labor programs vary. We have a lot of non-union construction in our area. In other larger cities, of course, they would be pretty well tightened down to strictly union situations.

I have had large typewriter companies and office appliance equipment companies say, "Give us anybody up to 55 years of age. We would like to have them by 55 because, then, with ten years with us, they can come out at least with a fair partial retirement situation. Above that, we can't very well have them come out with such a retirement." I don't think we have too many problems in this respect. There are some, and we have to work around them just as when we train a wheelchair case in drafting. We have to look for that particular plant that has a drafting room on the first floor so that we can put a little ramp to get up the one step to get the draftsman to work. Whereas, if the drafting room is on the third floor and no elevator, we certainly can't put that draftsman to work in that plant.

MR. ROSENBERG: That isn't my question. My question specifically is: Is there any validity to a specific age barrier to the acceptance for consideration of an applicant for a training program and, if so, what research is being done on this subject?

I am not talking about bona fide occupational qualifications, where a man can't do it, or a five-year training program for a man who is aged 60. I am talking about the flat statement by a private industry that if you want to apply for a particular job which involves a preliminary on-the-job training program or an in-service training program or a building construction apprenticeship program, you may not be over age so and so. And I think you all know what I am talking about. Now, is there any research which says yes or no to the validity of that particular criterion?

MR. DROEGE: Well, for one thing, there have been some surveys by the National Association of Manufacturers and others asking employers what per cent of the people aged 45 and older are satisfactory as opposed to the per cent below that age, this sort of thing. This is pretty subjective, doesn't really get down to the problem, and it generally doesn't get down to specific jobs. But there have been some studies by the Bureau of Labor Statistics, using productivity indices, where they go into a plant and relate productivity to age. One shoe manufacturing plant, where there was a wide distribution of age among the employees was studied in this way. And there have been a number of others.

The trouble with studies of this kind is that they are cross-sectional in nature. They get whoever happens to be in the plant. There are reasons why such samples might not be the kind you need to make valid conclusions. One, perhaps the most basic, is that a number of people have been promoted because they are very good workers, and others, who have not been successful, have been fired or have gone into other kinds of work, leaving a group that cannot be defined well. What you need in this area are longitudinal type studies where individuals in a wide age range are hired without any regard to age or test performance, and then followed up to get indexes of productivity or taining success and then relate age to these indices. But it is very difficult to get data of these kind and I know of very few studies of this type that have been done.

DR. VITELES: May I say a word on that?

The whole matter of studying age effects is very, very complicated largely because of cultural factors which affect the performance of the aged. But throughout the years, starting with Thorndike's studies in the '30's, the Welford studies and even the facts that were brought before us today tend to indicate that the loss of capacity with age, the loss of sheer capacity, is not as great as people are led to believe. What happens is that there is change or loss in motivation; there is a change in learning set; there is a loss of the habit of continuing to learn, which grossly affects the learning of older people. But such losses as occur are of a nature which, in my opinion, can be overcome by the development of motivational devices, by the development of techniques for restoring learning set, and by doingmany of these other things that can be done to overcome that lowering of ability which is not due to some inherent deterioration in the individual.

Now, I think industry is aware of this. And I am convinced that industry's refusal to hire older people is not primarily motivated by a belief that the older person is not capable of learning, especially if the industry is willing to spend a little more time on the training. But it is most frequently an expression of the pension problem, of the need for providing a pension under conditions that make it impossible to do so.

Now, to discuss this involves a consideration of economic and many other factors which I don't think it is our privilege to discuss. But I think there can be a clear separation. I think this can be identified as at least one of the major factor in industry's antagonism toward the hiring of older people.

And at least I am prepared to say, with a great deal of confidence, that there is much more learning capacity in older people than we have used in the past. And perhaps one of the best illustrations is a series of studies made during the depression when it turned out that the production of older people started to rise and continued to rise to the point where it was above that of middle-aged -- and even younger -- people, one reason for this being that they saw themselves as more subject to firing at an earlier date unless this was accomplished.

Now, what the costs were in the way of accelerated physiological change, we don't know. I suspect they weren't serious physiological costs. But, nevertheless, from my point of view, what evidence we have on the effects of loss of learning ability, loss of capacity, etc., indicates that this is not the basic problem at age 40 or 45.

MR. ROSENBERG: You see, Doctor, you have dropped the age limit in your definition of the frame of reference. We should discuss to 35 for women.

DR. VITELES: I am willing to settle for age 45 for men. As stated earlier, problems are of a somewhat different nature in the case of women.

MR. ROSENBERG: So we are not talking, really, about older aging people. We are talking about a strictly middle-aged group now which is a different frame.

DR. VITELES: I think the situation for women is different. They are mostly in the office jobs. And there the prejudice takes the form of a sheer desire to have younger people around. I am afraid this is the case. And, in fact, if I may say this off the record.

(Discussion off the record.)

DR. CARL: I think the law of supply and demand in our economic system and where we are has an awful lot to do with this at this particular point.

Now, we don't have the problems of the placement of the older worker that we had a few years ago. This varies according to economic conditions in the country and the occupational area we are talking about.

MR. RASOF: In our particular city, we have for example the Negro woman aged 35 whom no one wants. There is no place to train her, really. Sewing, furniture upholstery, automobile upholstery and things like this. You can't get these people clerical jobs for they are people operating at third- and fourth-grade level. This one case is a very great "sore" in MDTA training.

In fact, I wish we could focus just upon this one segment of the population. We would like to see funds set aside just to focus on segments such as this one.

And remember, this woman also has family of some kind to support.

And if you look through the papers, you see there are many ads for domestic. We say, "Let's not put them into domestic." And yet there is an area where people want to hire this group. We say, "Don't go there."

MR. ROSENBERG: There is another point before you sum up which bothers me in connection with the principles which we are now considering.

First, there seems to be quite complete agreement that we should have as much validation as possible. What I want to know is what you do in the process in the period of time which elapses from the time that you are experiementing, on verbal tests, for example, and the time you validate them.

I mean, what we are faced with in the large urban centers such as Detroit and New York City is the problem of moving very large groups of people, who do not have the capacity to take verbal tests, into training and then to jobs.

And what occurs at a community college, I would agree, however defined, means that you at least have a certain degree of literacy and have certain verbal and arithmetic skills.

So that the question which I think must be included among the recommendations of this panel is what you are going to do in the interim between the development or experimentation with new tests and their validation and cross-validation and what do you do with people who at this point are non-test-takers in the sense of their ability to face up to any kind of a test.

And I would certainly suggest that that be considered in the final results of the panel's recommendations today; that this question not be left unanswered.

I don't propose to answer it except on the basis of accepting a certain number of unclassified people and using Dr. Droege's empirical suggestion that you just don't wait until you validate everything and find out how it works in practice in the interim.

PROFESSOR RAMONA FIRST (Professor of Economics, San Francisco State College, San Francisco, California): We are working to serve persons 60 years of age and over. I would like to suggest that one of the guides to training would have to be past work history, as was mentioned briefly earlier. This is the only guide we have for our group, and we think it is going to be useful.

DR. VITELES: And this is more frequently available in the case of individuals 45 years of age and over than in the case of a younger population with whom we are concerned in another context.

PROFESSOR FIRST: We feel that the current Employment Service interview is not long enough or detailed enough to bring out the picture of the person's past attachment to his job and the ability to grow in it which might be a clue to training potential.

DR. VITELES: I wonder whether I could point up this discussion just through the use of four concepts that have been recently introduced in the consideration of decision-making on personnel selection.

There are the concepts of fidelity and width, taken, of course, from the electronic industry. You can emphasize fidelity or width, and it is very difficult to get both together. And this is one of the distinctions between AM and FM broadcasting.

Then, we have utility and cost.

Now, the advantage of a well-validated selection battery is that you have high fidelity. You get high utility at low cost.

MR. RASOF: Where is the width? Is that without any width?

DR. VITELES: Let me talk about width a moment.

In the extension of width, you get some return. Take the interview which includes some discussion of the biographical background of the individual. We don't have many objective findings that support the use of this kind of device in terms of fidelity. But the sum of experience has been that something comes out of these interviews -- some width is added to our bases of assessment. But the cost is high in two respects. It is a more costly method of assessment. And there is a higher cost to the industry and probably to society at large because of the mistakes that are made.

Now, it seems to me if we wanted to summarize in one broad statement what has been said here, it is that for practical reasons, especially in the absence of techniques that have high fidelity in the assessment of certain characteristics, we must continue to use devices which are wide in the sense of not producing good prediction. We recognize that the cost is high and that we may even have to go so far as to ask industry as well as government to bear some of this cost in terms of trying out some people whom they wouldn't otherwise have tried out.

But, nevertheless, we are also saying, I think, that we must do the research that is required to produce instruments and techniques of all kinds with high fidelity since these are the ones that will give the best results from the point of view of industry, from the point of view of the community, from the point of view of the individual himself.

Is that a fair summation of points of view that have been expressed here?

All right. We have ten more minutes.

Do you want to consider these recommendations one by one and vote on them, or do you want to continue with the discussion?

All right, let's see whether I can phrase, in probably a biased way, the recommendations which seem to grow out of this discussion.

One is that the use of tests should not be discontinued, but that the weaknesses should be fully recognized.

Will you accept that?

(There was general agreement.)

Secondly, from the point of view of the long-range program that every effort be made to assure the highest degree of validation and cross-validation of tests, including predictabilyt and cutting scores, too, as a prerequisite for their intensive use.

Will you accept that?

(There was general agreement.)

The third is to recognize the potential of a training period as an alternative and in some instances even a better predictor of success in the occupation than tests themselves and that the use of such device, although costly, is necessitated by the present situation.

Any objection to that?

(No objection.)

The fourth recommendation which I seem to hear, and I thought this was a good one, although it wasn't discussed at length, was that in dealing with these older people, we take a kind of a job family approach. This concept of job family, a multi-job approach, an area of job which was, of course, developed again in the U.S. Employment Service program, as a way of kind of selecting for each individual the level at which he can best serve thereby providing an opportunity to place low-level people at low-level jobs, moving the higher level people up to higher level jobs.

Does this kind of say what you want to say and what you were saying?

DR. BELBIN: Yes.

MR. SEILER: How do tests enter that?

DR. VITELES: This can be done either through testing or training, or both.

Actually, the General Aptitude Test Battery in theory attempts to do this. It attempts to set levels. And it also to some extent can take care of the compensation factor, because using a total score on a differential aptitude test, an individual can score very low in certain parts of the battery and still get a satisfactory passing score by scoring higher in other parts of the battery.

This is one of the very significant features of the multi-aptitude test battery, although the shame of the thing is that it tends to reduce the predictability of the finding. And this is one of the difficulties that the psychologists have not yet overcome.

MR. SEILER: But the current procedure is the multiple cutoff score approach where it can't compensate.

DR. VITELES: That's right. It is a hurdle procedure.

MR. SEILER: Right.

DR. VITELES: And this is wrong. This is why I accept this recommendation. I think we have made more mistakes by using the hurdle approach, the multiple cutoff score, than we can possibly excuse ourselves for making because the individual who is high in general intelligence, but low in mechanical comprehension, may be able to handle a job in spite of the fact that he fails to meet a single passing score on the mechanical comprehension test. And this is why the compensation factor works and in my opinion has not been sufficiently used.

However, I don't know whether that's for the recommendation or just for the record.

Finally, it seemed to me I heard one more recommendation that was not pressed to any degree, but that more research be done with non-verbal culture-fair tests as a substitute for tests presumably highly loaded with specific cultural factors. Do you want to include that as a recommendation?

We probably ought to discuss that.

In the work that I have done, for example, I find a correlation of .80 between the Otis verbal and a test touted as a culture-fair test. Such findings have been duplicated elsewhere. So the problem is even broader than is apparent on the surface. But it seems to me we should at least do the research that is required toward developing tests which are as culture-fair as possible.

DR. PALLONE: Isn't that a matter of interpretation relative to the population studied?

DR. VITELES: There are many factors involved here. I think those of you who are interested in this problem -- the whole problem of tests -- might well read an article written by Philip Vernon on ability factors and environmental influences, which was recently published in the American Psychologist. There is another little pamphlet recently written by Sir Cyril Burt, the very eminent British psychologist, which deals with the same problem. And since the two come out with somewhat differing conclusions, it might be well for you to read both articles if you are interested in an intensive consideration of this problem of whether, indeed, it is possible to develop a culture-fair test.

MR. ROSENBERG: May I ask this indulgence since I come from a Commission which has law enforcement powers, in which some of these ideas may come up in some pending cases? May I be noted for the record simply as abstaining from any opinion on the recommendations which you have made, since they may come before me, in effect, for recommendation in the case of litigation.

DR. VITELES: Well, all right. But, of course, the fact is that we are not recording these as unanimous recommendations, just recording them as recommendations. I think it would be a mistake to record them as unanimous because I suspect that each one of us has some degree of reservation with respect possibly to every one of these recommendations.

However, if you want to be recorded specifically as abstaining, I think that should be done.

MR. ROSENBERG: Simply because it is a matter of law.

MR. ROBINSON: I would like to make a suggestion that the initial training period which you recommended, Dr. Viteles --

DR. VITELES: Not I, the panel, the group.

MR. ROBINSON: -- Which the group has under consideration also be coupled with a vocational diagnosis of the type that is now used by Dr. Carl in Williamsport. I think this is a very sound thing. I hark back to the early days in Massachusetts when we initiated our ARA program and went rapidly into training, only to find out, I think, that 20 per cent of the initial trainees failed to pass the physical examination which made them acceptable to employers.

DR. VITELES: I wonder, Dr. Carl, whether you might not want to initiate a recommendation to the effect that there be a greater consideration of an individually oriented approach as contrasted with the job-oriented approach in the placement of workers for training.

DR. CARL: I would certainly concur in this recommendation that we should have something more generally designed towards the particular individual rather than the job-oriented type of situation. I think this has been the feeling nationally with the MDTA.

I was in the American Vocational Association meeting in Miami the first of December, and part of the training problem being discussed there was that they were finding poor results under MDTA because of the job orientation. And I would heartily agree and recommend that we include this in our policy recommendations; that we establish, as best we can in our respective communities and areas, a more personal-oriented type of counseling and guidance toward occupations for the particular individual.

DR. VITELES: Any serious disagreement with this?

(No response.)

Well, we are about at the closing hour. As chairman, I want first of all to apologize for having talked too much, and secondly, to thank you all for your participation and to congratulate you upon what has resulted from it. I think this will furnish the basis for very useful guidance for those who are working in this field.

Thank you again.

We are adjourned.

(Whereupon, at 4:55 o'clock p.m., the meeting adjourned.)

Panel and Workshop IV

THE ROLE OF PERSONAL COUNSELING AND SUPPORTIVE SERVICES IN THE TRAINING AND PLACEMENT OF DISPLACED AND DISADVANTAGED OLDER WORKERS

The panel was convened at 2:03 p.m., Monday, January 17, 1966, Dr. Mary C. Mulvey, Coordinator, Adult Basic Education, Providence Public Schools, Providence, Rhode Island, presiding.

PROCEEDINGS

DR. MULVEY: As you see, I am Mary Mulvey. To my right is Mr. Jerry Shroder, Assistant Director, New York State Office of the Aging, who is recording for this session. You will meet the others as they present their papers.

As they are presenting their papers, we hope that you will be thinking about implications of what they say for manpower training and the older worker.

Our first speaker this afternoon is Dr. Maxine Woolston. Dr. Woolston is Project Coordinator for the Philadelphia Manpower Commission, and she has an impressive biography. She was formerly an economist for the Philadelphia Planning Commission, a lecturer in economics, labor and sociology at Bryn Mawr College, Haverford College and Swarthmore College and program coordinator for Philadelphia Community Urban Renewal Program.

Some of her publications are: Economic Program for American Democracy, Viking Publishing Company; Economic Base of Philadelphia, Philadelphia Planning Commission, and Population Projection to 1980. Labor Force Projection to 1980. Distribution of Wealth in the United States. That was in the Review of Economic Statistics.

Dr. Woolston's topic will be: "The Need for Work Adjustment Counseling and Social Work Assistance."

DR. WOOLSTON: My remarks will be based on a project which is financed by the Office of Manpower Planning, Evaluation and Research of the United States Department of Labor, which is also financing this conference.

I will tell you things about this project which I think will reflect on your general problem.

The project is only at mid-point, so we have no figures of statistical significance, but there are very definitive impressions.

As to the overall need, I think that that has been stated clearly enough in the press, in publications of the United States Department of Labor. There are three million unemployed in the United States. Four and a half per cent of the labor force was unemployed in 1955. As recently as November 1965 the figure was still 4.5 per cent. And projections to 1980 still give a 4.5 per cent figure.

The reason, in large part, as you know, is that there is a hard-core, usually made up of those who are unskilled, semi-skilled; made up of people who received eighth grade education or less, made up of non-white, made up of a lower-income group, made up of a debilitated group.

Our study started out with a sample of 5,000 from which we selected 100 for each of five groups -- all unskilled and semi-skilled males. You are interested particularly, of course, in our experience with the older people -- 45 and over. When we broke our sample down into subgroup statistics the only real difference we could observe between workers 45 and over and other age groupings was a very general impression: the older persons run a much higher percentage of inadequate education. But the average education level of the entire group was very low. In the entire sample, 85 per cent had only had eighth grade. Only 15 per cent had gone to college, and all these were dropouts after one or two years.

The five groups into which our sample was divided were:

First, 100 who after an initial interview and evaluation period were seen to need work adjustment training. And we would give it to them if they would participate in the project.

Another 100 clearly seemed to need work adjustment training plus social case work. And they would get both if they would enter the project.

Another 100 would need work adjustment training but would not get it. That is for control.

Another 100 would need work adjustment training plus family service and would not get either.

Then the final group of 100 would be what is called "normal" workers. In this case a "normal" worker is someone who is male, over 19, who is unskilled or only has semi-skills, who can read and write, who hasn't any serious family problem. He too is part of a control group.

Our experience with dropouts should be useful for you.

The overwhelming outcome, after 13 months of work on the project, is that the hard-core older people -- 45 and older -- definitely could not possibly be employable without work adjustment if they needed it, or work adjustment and family service if they needed it. Those in the control groups to whom we didn't give these services are the Bible's "lost souls." We have had to spend too much time and too much money even tracking down to find out where they went. They drifted, and they continued their dependency aspect throughout the project and up until this time.

Now, the specific aspect of the project I have been asked to talk about is the influence of work adjustment training and social case work in deterring dropout from Manpower Training programs.

First, the sample group was called in by the Pennsylvania State Employment Service (PSES). Their cards had been selected as still in the active file after at least six months of unemployment. Right there we began to get dropouts, because they didn't come in when they were called in.

There was difficulty in the Employment Service office from lack of motivation. The office was undergoing reorganization, and those people who had been counselors, who had been motivated, were being shifted into another department. So we got under way slowly. This is very important at this level.

For those who responded to the call-in, the next step was to be an interview with the Work Adjustment Center group, to motivate them, to describe the project to them and to enroll them in it.

But we discovered that unless they got the PSES referral interview and the Work Adjustment Center interview on the same day, we lost seven out of eight. In other words, we got only one out of eight unless we could see that those two interviews were held on the very same day.

The next dropouts were those who agreed to go into the program, who were to appear for two to four weeks of evaluation at the Work Adjustment Center and were to go through various tests. There again we lost them.

We had follow-ups to determine why, and we discovered that one of our major problems with this group of hard-core unemployed -- and it applies to the older workers as well as to the young -- was a matter of communication through the United States Post Office -- the fact that incorrect addresses were given, that they had moved, that they didn't understand the program well enough to be thoroughly motivated.

Those who were selected for social services as well as counseling also had to go for family case work interviews. And again we lost them.

Again there were follow-ups to find out why. The reasons varied. Sometimes they were embarrassed to tell counselors they had no faith in the project. They couldn't understand this long-drawn-out process. What they expected from family service was really not family service work but that if they were sick to have a doctor. They were sent to available community facilities if they were ill, but sometimes, because of a long pattern of dependency, they were unable to even follow-up on recommendations.

At the work adjustment center the follow-ups indicated: --

First, some of them thought it was a waste of time. They didn't understand being tested for skills so they could be referred to a proper course under the Manpower Training program.

Some said they were looking for work and couldn't afford to complete the program at the Work Adjustment Center.

We discovered, by interviewing and reading between the lines, that part of the problem was that they were being paid so little at the Work Adjustment Center -- a dollar a day, which was deductible from their public assistance. They therefore felt the assistance allowance was more important even though the aim was to prepare them to enter a Manpower Training program.

The next dropouts came on referral to Manpower Training. The hazards there were these:

First, we didn't really have sufficient MDTA courses to be able to send them directly from Work Adjustment to training.

Secondly, if they had to wait for training they would look for work and might find some seasonal job. We discovered a great many, particularly of the older people, feel they must find work immediately. If they can get a job after they have been unemployed for a long time, they think that is all that is necessary, not realizing that unless they go through the training program itself, in addition to work adjustment, they will not be ready for a steady job in more than an unskilled position.

The next dropout comes after training, when they are referred back to the Pennsylvania State Employment Service for jobs. And that is just about where we are now. This is an interim report. The project is about half completed.

We will have a six-month follow-up of these people. We will have age information and all the rest of their family and demographic profile.

Now, the recommendations that come out of this for the future are rather simple ones as far as techniques go:

We will use the anti-poverty program to help locate these people at every stage of the way. In their 14 district offices in Philadelphia, the anti-poverty program people are chosen and selected from their neighborhoods so they know who moves in and who moves out. This should speed it up considerably.

The other things I think are rather obvious, as to motivating the PSES.

We have already begun work with the Board of Education, and we have expanded the training courses enormously. In the last two weeks we added 10 new courses, and we now have abou t 110 going.

The scheduling has been improved so they don't wait between Work Adjustment and Manpower Training.

Finally, the most significant recommendation of all is that you must have a multi-agency center. You can't expect older worker who are hard-core unemployed to run an obstacle race which would have included 10 different points if I had mentioned all of them.

This menas a restructuring of local, State and Federal counseling facilities.

I think that the other members of the panel will describe undoubtedly the work adjustment and the family service part.

If you think I have time, I might read a case study or two. That's up to you.

DR. MULVEY: Try one.

DR. WOOLSTON: I don't seem to find it quickly in my papers, but I can tell you about one.

One is a 47-year-old Negro with four children, eighth-grade education, not too serious family problems, so he only got work adjustment training. Prognosis: Good, both from the Work Adjustment Center and the evaluation from the family service interviewer who found that family service was not needed.

Problems: When he got into the Work Adjustment Center, he revealed good dexterity but was very slow. It occurred to the supervisor watching him that perhaps there was something wrong with his eyesight. The Philadelphia Society of Optometrists had agreed to give us glasses for any referrals we made, without cost to the project of the client. Glasses. Speed increase. Very good adjustment.

This man had been unemployed for three years. Prognosis is still good at the Manpower Training program where he is learning to be a mechanic.

An interesting detail is that this man came to us after having been in a Manpower training center eight months earlier. He hadn't been able to get a job. We had some straightening out to do, because theoretically he couldn't go back into Manpower Training for another year. But he was able to go back again.

His previous training, without work adjustment or family service, had been as an electronics mechanic. But employers did not want to take even a man 47, with his educational background, even though he had been trained, because it would require special additional training and because the long-run odds they felt of his remaining with them were too short to make it worth their while.

DR. MULVEY: Thank you, Dr. Woolston.

Our next speaker is Mr. James L. Shutes, and he has an impressive background also. He is a product of Michigan State University and did graduate work for a year at the Lutheran School of Theology. He is at present administrative assistant to the Statewide Director of Training, Michigan Catholic Conference Job Training Center. His function is consultation with and assistance to the Training Director and many project directors, with respect to basic literacy and vocational training of disadvantaged and minority group people.

He was formerly an employment counselor with the Michigan Employment Security Commission, assigned full-time to Michigan Catholic Conference Job Training Center He has had experience in the public health field with the United States Public Health Service. He has been a youth director with the Lutheran Church. He belongs to many committees and professional organizations.

Mr. Shutes will talk about "Essential Auxiliary Services."

Mr. Shutes.

MR. SHUTES: I'd like to open by borrowing a very popular phrase these days from Charles Schulz, the writer of the Peanuts cartoons, and say that I think we can safely say in terms of Manpower Training and the serving of disadvantaged people that "happiness is a full-time job." The existential truth of this statement I think is seen day by day by those of us who are involved in meeting and trying to serve and assist the disadvantaged in our Great Society.

I'd like to start out by talking about some services which are not "auxiliary," as the title of my speech indicates, but which I do consider essential.

The first of these is counseling. I feel that Basic Education and vocational training for the older worker are relatively useless without a very adequate and fully developed program of counseling. And this counseling begins in the recruiting process.

In Michigan our experience has shown us that recruiting requires a three-pronged attack, so to speak. The first is, of course, the direct contact, door-to-door contact, on the part of project staff and through the Employment Service agency of your respective States. The door-to-door contact must be literally that. That is to say, your project staff, including some of the Employment Security people if possible, have to get out and literally get their hands dirty knocking on the doors of these people. Because it is impressive to them in their disorganized social life to see someone standing there who finally cares about them, who cares enough to come to their neighborhood instead of asking them to come down to that clean and sterile Employment Security office.

The second method of recruitment, once you have begun the door-to-door recruiting and getting people into the center, is a trainee-to-trainee type of thing -- a program whereby the trainees go out and recruit their friends, recruit their neighbors.

I think you would find, if you did a family socio-program on our training centers, that about 95 per cent of the people are somehow inter-related to someone else in our program.

The third and I think the most esential part of recruiting is what educators are now calling "instant success." That is to say, the day the trainee steps in the door -- and this I think is what the previous speaker was alluding to -- he has to be helped to see the immediate goal and helped to achieve some measure of success. There needs to be instant success in the areas of health, of budget assistance, of housing, of family assistance, of personal problems And one of the most essential first steps, possibly, is to help this trainee overcome the fear he has not only of the training institution but also the fear of the peer, the fear of his own kind, the fact that he may lose a little prestige by coming and and showing people he doesn't know how to read and write. This is particularly a problem or can become a problem with older workers who have lived "lo these many years" getting by, so to speak, in labor jobs where they didn't need this now necessary reading skill. They have a lot to swallow in terms of their own personal pride. They have a lot to admit, to face up to -- the fact they cannot read and write as well sometimes as even their own children who are in the third or fourth grade.

The next step is a very adequate program of individual and group counseling. Now, which of these comes first depends largely upon the population with which you are dealing.

Our experience has shown that you cannot begin an adequate program of group counseling with older workers without first establishing rapport on an individual basis, with counselors and other project staff.

We feel -- and, incidentally, our conclusions are subject to discussion at any time, because we are only one contractor who has had a very limited amount of experience -- but our feeling is this: As we said before, the older worker has a lot of pride and prestige that he has built up over the years, even if he hasn't been successful. Somehow he has managed to get by until he is 45 or 50 years old. And there is a certain amount of distrust and a certain amount of fear of losing face among younger members in the training center or even among members of his own age group.

So initially, rapport must be established with this man on an individual basis. Once this is done, we have found that group counseling has been one of the most productive means of counseling the older worker, primarily because these people do possess the wherewithal to begin to solve their problems. They have great insight into the problems of poverty, a much deeper insight than you and I can probably ever gain unless we have lived through it. They know the problems which exist for them and the solutions which have worked for them. I am not saying that every single individual has every single answer. But when they get together and share there are results. I remember very fondly that when I was counseling in group sessions there would be many days when very few words would have to come from me. The trainees themselves brought up the topics and carried the discussion and worked to the solutions.

We discovered in our first program, about half-way through, that without group counseling a basic element necessary to reorientation and the development of new attitudes is missing. We found this in a very difficult way. Of the first eight people we put out on job placements, seven were back in the center at the end of the first week. So we began to scratch our heads, and say, "Where's our mistake? How have we missed the boat here?"

Then it became abundantly clear to us that the trainee can sit and counsel with the counselor and establish rapport, the approach can be client-centered, which it must be in the individual counseling; the counselor can feel he has really got it made with this person, but when this man goes home at night and his wife starts telling him that she doesn't think training is worth it and why doesn't he get out and get a job, that he's got mouths to feed, that he's wasting his time, and after all why is he going to training center with his hair combed when he hasn't combed his hair in 20 years, this individual rapport in counseling begins to lose its relevance.

He begins to think to himself, as our counselors have been told, "Look. Your're sitting behind that desk wearing a white shirt and tie, and we know you're drawing a pay check every two weeks at least, and you don't really know what my problems are."

So, no matter what kind of individual counseling relationship has been built up -- and they can be very strong ones -- it tends to lose its relevancy when the trainee really gets down to the grist in the mill.

This is why we feel very strongly that group counseling is so important.

The last type of counseling is what some people have chosen to call "follow-up." I would disagree on only one score with Mr. Ulrich's presentation this morning. That was a fantastic training plan. It amazed me to read the paper that my boss and I wrote and to see the vast similarity. Ours was based on one experience with 150 people in Michigan, and we rewrote the new contract to include these essential auxiliary services. And it's amazing to see the parallel of the Ulrich program and our proposed program. I think what this tells us is that we are all coming to some of the same answers together, as divergent as our areas and as divergent as our geographical locations may be. Some of the same conclusions are coming to the top, and so these are the conclusions which we all ought to follow.

But the one thing that I slightly disagreed with in Mr. Ulrich's flowchart was that he had "follow-up" listed for one year after training is completed or after placement is completed. We have found that follow-up or post-training counseling has to be practically a first-day type thing, that the training institution staff has to be out there to talk to the employer at the end of the first day or the end of the first week, to be sure there are no job adjustment problems coming up, to be sure that the trainee is making it.

There have been times when we have been neglectful and waited two weeks and got out there and found the man had been fired already. So this meant bringing him back in and working with a new employer or reworking with the same old employer.

I think that there is a fallacy, a basic fallacy, in Manpower Training -- and Mr. Ulrich mentioned that this myth is being exploded -- that says that the solution of all our problems is to get a man on a job. This is not the solution. Many times this is the beginning of the solution. In other words, there are so many factors which have to come into play here. I think getting the job is only the beginning or, at best, the midway point. The training may be the beginning. But there must be a constant follow-up. There must be post-training counseling.

We have found, incidentally, that employers like this post-training counseling service because it costs them enough to break a man in on a new job without having to worry about his personal problems -- which may be complicated because of his age or advancing age.

Now to get down to what my presentation was really supposed to be about today -- the essential auxiliary services in a program of this type.

In our second contract which we got with the Office of Manpower, Automation and Training last April, we wrote in specialized supportive services. And I have to say that we are implementing these with much more success than we had in the first program in terms of our holding power, in terms of our success rate, in terms of our ability to relate to the trainee.

Many of these I have already mentioned, but I would like to reiterate in terms of our approach to them.

The first is attention to the health needs of the trainee. We are right now working with Michigan State University, which is just beginning a new medical school, with the possibility of these medical students providing an aggressive outreach to the trainee.

We sat in a committee last Friday evening, and one practitioner who comes from a disadvantaged neighborhood said, "I have had a free vaccination clinic for ten years, and I can hardly get anyone to come to take advantage of it." So one of the conclusions we came to was that it can't be a matter of asking the trainee to come in. Just as in recruiting, you have to aggressively go out and help this man. If it means taking a public health man out to investigate and be sure that the landlord hasn't given this poor man such a bill of goods that his house isn't fit to live in and he is still paying $100 a month rent, attention to his health needs are essential. If a man has an aching back or if his wife has a bad cold, these are the things that are most on the surface, preoccupy him most, and they become a block to effective learning.

The second needed auxiliary service -- and this has some relevance particularly, I think, to the older worker -- is psychological service -- over and beyond what even trained counselors can provide -- to cope with the deep depression with which some people come into a training program after many years of despair and insecurity, the psychological syndromes many disadvantaged people seem to develop. Our training institution found we were in great need of professional psychological or psychiatric help, because even though we had a Doctor of Educational Counseling at the head of our counseling program, he was not equipped to handle the very deep-seated emotional instabilities we encounter on occasion in these people.

Not that these problems are widespeard, but we found that about 10 per cent of our people were taking 90 per cent of our time because of these types of problems, and we need to free ourselves so we can work with all the people. Even the man who comes in needing only job adjustment counseling still ought to get full job adjustment counseling and not just some short course because his need is not as great as the man's on the lowest end of the continuum.

Another great need is for legal assistance. Many of our trainees have run afoul of the law, mostly out of ignorance or out of poverty itself.

We had one young auto mechanic trainee. When he was ready to go on the job, he couldn't get a job, even though he was at the top of the graduating class, because he had built up so many traffic tickets. When we began to examine what these traffic tickets were for, we found they were for faulty brakes, a worn-out muffler, no headlights, no tail-light. We called this to the attention of the employer. We said, "Look. These are not careless or reckless driving offenses. These are poverty offenses. This poor man couldn't afford a better car. He had to drive this kind of a car, and therefore he was being punished for being poor."

This is just another instance of the cyclical side of poverty that keeps a man down.

Another very important area of assistance is housing. If your areas are like ours in Michigan, you know that the government will come through with urban renewal or with new highway programs, as it has done in Lansing. Our new expressway is coming right through the ghetto neighborhood, wiping out 95 per cent of it, which is fine in terms of urban renewal and beautification, but what does it do to the poor people who can't afford to move to a better home? They have been barely able to exist in the house they could rent for $50 a month. When this house is torn down, what will they do?

Incidentally, the land-dwellers don't get any remuneration from the highway department, because they are not the land-owners. So they have to take their $50 per month and go out and try to seek something different.

Another service I would strongly recommend for any type of Manpower Program is an emergency loan fund. One of the great needs of these people is for emergency cash -- the need to pay a ticket or pay a fine or pay off a debt, so the creditor doesn't throw them in jail -- literally. Even though the training allowances under Manpower Development and Training are more than adequate now, the weekly check is still not enough to solve some of these problems.

Let me give you an example. When we had 150 people in our first program in Lansing, we had a donation from various sources of about $3,000 as a loan fund. Because of the revolving nature of this fund -- in other words, when a man would pay back $5 we could loan it to someone else -- we loaned out over $10,000 out of a $3,000 base. And we collected back, in small weekly payments, all but about $1,000 of it. So we do not feel that this money was given out in vain. We feel that it was given out in a very important way.

I was talking to some gentlemen from the Detroit Area Skill Center, a rather large operation, and they felt that the one singular advantage of the loan fund was as a tremendous rapport-builder. In other words, it shows a man that you trust him and that you are interested "in me."

Another related problem area is that of debt adjustment. These people have to learn, possibly while they are in this year of training, to begin to pay back some of the excessive debts that exist from their past history of poverty. Some of the people that came into our program had debts ranging up to $6,000. This is something overwhelming for a man to be expected to overcome.

Two more important areas, and then I will conclude.

One is inter-agency cooperation. The training center or the training institution must begin to develop cooperation on an area-wide basis. More than 14 different agencies were involved in giving assistance of some sort to one of our trainees' families. Now, you know that with 14 different agencies there is going to be overlap. One of the big services that a Manpower Training program can provide is to balance or coordinate these efforts so that every person gets a chance to be served but no one gets too much or too little.

The last auxiliary service area and one of the keys in our new contract, and one of the things we have found greatly successful, is the development of volunteer efforts. This is particularly significant in terms of what has been said this morning about involving the older older workers who do not necessarily need training but who would like to be involved some way in volunteer work.

I think of the woman in our Mount Pleasant or Central Michigan Area program, for 30 years a nationally known expert in basic education, who is now donating her time and vast talent to our staff as a consultant on a volunteer basis, simply because she wants to be involved. You can't tap a person with more wealth of experience than this woman, because she has the background and interest. She's known curriculum materials for 30 years. So she is of vast help.

Other areas where volunteers can be helpful are in home-visiting to go out and see what the home problems are, what the trainees need, in tutoring programs for the trainees and the children of the trainees who need this type of assistance, in evening programs for wives, to help the wife understand why her husband is here, what it takes to get the family reoriented, where he is going and how she can help.

In closing I would like to say that I think any program designed to meet the needs of the disadvantaged person must begin to meet the needs on his level, and it must be a unified approach. It must be, as Carl Rogers has said, client-centered. The whole program has to be geared to the individual's need, with a realistic eye on the labor market.

In other words, you don't train a man to be a blacksmith simply because he wants to become a blacksmith, but you do attempt to let the man make his choices throughout the program and develop them to his fullest potential. This becomes, then, an "experiment in human dignity."

Thank you.

(Applause.)

DR. MULVEY: Thank you, Mr. Shutes. Your remarks are full of recommendations.

Incidentally, copies of all of these papers will be available; and the papers of the panelists in all of the other workshops also, after the workshop sessions.

Our next speaker will probably go into a little more detail on the various problems -- economic, social, personal, that Mr. Shutes mentioned.

Our next speaker is Dr. James L. Galvin. Dr. Galvin is director of the Denver Job Opportunity Center.

If I went through this biography, I would take up a 15-minute period. I shall mention only that he was educated at Rensselaer Polytechnic Institute and at Albany Medical College, with internship at St. Elizabeth's Hospital and residency at Illinois Neuropsychiatric Institute in Chicago. He has had psychoanalytic training in Chicago and in Germany.

He was with the United States Air Force, a lieutenant-colonel. He has had many hospital appointments, State appointments, and university appointments.

He is certified by the American Board of Psychiatry and Neurology. He is also a certified mental hospital administrator.

He has done a good deal of community work: Colorado Association for Mental Health professional advisory board; chairman, board of directors, Denver's War on Poverty, 1964 to the present; Director of the Denver Job Opportunity Center currently; Denver Board of Health and Hospitals; Visiting Professor of Pastoral Counseling; and we can go on and on.

He holds many professional and scientific society memberships.

Dr. Galvin will speak on the topic "Family Case Work as a Factor."

Dr. Galvin.

DR. GALVIN: A pattern is becoming clear for us on how this seminar is to be conducted. As far as I can tell, I can speak on anything except what my subject is so long as it is at great length. (Laughter)

We have a project in Colorado in which we have undertaken to choose 500 heads of impoverished families, unemployed or under-employed. They are selected by fairly careful sampling methods, and the samplings afterwards cross-validated against other normal distributions.

We are trying to bring to these heads of families and to their families as nearly total services as we can.

The services have involved medical care, dental care, psycho-therapy, extensive testing -- aptitude testing, functional educational level testing, testing for emotional abnormalities -- pre-vocational training, special education, provision of prostheses, teeth, spectacles, whatever parts happen to be missing: all of this to be followed by vocational training.

We had hoped that we would average 72 weeks for this total process, after which the individual would be ready for the world of work.

From beginning to end he is accompanied by a counselor.

I don't want to belabor the sampling procedure, but one of the things that we have found out to our surprise, even after this careful random sampling, is that our groups were ethnically skewed. That's not a pun.

In a State where the population is about 20 per cent Spanish and in a city, Denver, where the population is 20 per cent Spanish, we found 73 per cent of our people were Spanish.

We were, by design, a bilingual agency.

As much as we possibly could, we made no bones about demanding that the people earn our services or that they come to us. We did our best simply to find out what they didn't have and get it for them.

A very large number of our people -- and I think this probably would not be applicable generally -- but a very large number of our people had come from rural cultures.

A strange thing about the Spanish minority I am sure youknow is that, although they have been in North America since the 16th Century, they really immigrated very recently. There was one immigration at the time of the depression and another one after World War II. Before that, for 300 years, these people lived isolated within their own patterns, relatively comfortably, and without complaint. The integration, the social contact between "them'ns" and "us'ns" is pretty recent in spite of the long history.

When we began our project, we were very much concerned about how we would stimulate motivation, how we would move them out of their lethargy.

What we found, to our shocked surprise, was that when we opened the doors, we were nearly trampled to death. There was no difficulty whatever, even with people who were obviously clinically depressed, who had life-long histories of being impoverished and unemployed. For them at least it apparently was very easy to begin.

Now, as you might suspect of a physician, our approach to the problem of motivation was more or less a medical one, at least philosophically. We made the assumption that all of them were properly motivated and if something was wrong with the motivation we made the assumption this was pathology which ought to be diagnosed and treated.

It was after the beginning that we found difficulties in motivation. These difficulties were almost always in response to some kind of failure, some kind of rebuff, some kind of slur suffered by the trainee. Sometimes they were imaginary -- paranoid, as our colleague says.

But in almost all cases they were not complained of unless the counselor was very intimately in contact with his case. He might not know of it until a catastrophe had taken place, until the individual had gone on a big drunk or stayed out of a class for something more than the permissible time or beaten up his wife and got into jail or something of this sort.

We studied these people by all the techniques we could bring to bear upon them, in the attempt to learn as much as we possibly could about them. Some of the things we learned were, at least to me, very surprising.

For example, we found that in these United States and in Denver most of these people lived their lives in areas of about six square blocks. They could walk farther than that certainly. Many of them had cars. But they did not go outside those six blocks. They wouldn't go for health services. They wouldn't go for shopping bargains. They wouldn't go for anything outside of their own little neighborhoods.

We saw this as a difficulty, as an inhibition, and went into it further and found out that primarily they were motivated by fear of the unknown and by shame.

They had very strange ideas about being dressed differently than the others. In fact, they were often dressed better than the average.

We made use of parties as one of our aids to communication. I can remember one party at which I was being frightfully democratic. The staff had all told me that the trainees wanted to wear sweaters because many of them didn't have jackets. Of about a hundred or so people at the party I was the only one in a sweater. (Laughter)

They have many delusions about the culture in which they live. Some are carried over from their past histories -- from the South, in the case of Negroes, or from rural Colorado and New Mexico in the case of the Spanish. These are subjects for persuasion and education.

Among them are many delusions about matters of health. For example, we found as a general thing that these people have no interest in preventive medicine. They don't care about getting vaccinated or getting inoculated against an obscure fever which may hit next week. Unless they are bleeding or something is broken or something hurts, they simply don't care about medicine. They don't care about treatment.

When one goes into the homes, there are two great hazards. One is drowning in coffee, because they must entertain you. You know, it may be the last bit of coffee in the house, but you get it. They hold your nose and pour it down.

The other thing is illustrated by this case: A man came and told me his baby had a sore ear. I'm not sure of the number anymore but when I got into the family I found out the baby, in fact, did have a sore ear -- as a matter of fact, an ear that had been draining pus for a week then -- but, besides that, there were two other people in the house who had pneumonia and one teen-age girl who was pregnant.

They are unable to manipulate time as do others in this country. It makes little sense to them to say, "next month," "next year," something is going to happen.

They have been accustomed entirely too much to live in the here and now, so much so, in fact, that particularly among the Spanish, but also among the Negroes in our community, it is not unusual for a man if he is the head of a family -- and of course often the families are fractured one way or the other -- to give the woman money for the next meal. Here it's breakfast time. "Here is the money for breakfast." And you go to the local shop and buy breakfast.

When lunch comes, if three meals a day are observed, as they are not always, "Here is money for lunch."

So it goes, one meal to the next.

They have great difficulty in dealing with our ideas about pay per hour. They didn't care how much they were paid per hour. What they did care about was how much total money they got. And they were quite cheerful and said openly that they were very cheerful about working 10, 12, 14 hours a day, if the total amount of money were more.

This became very difficult in the later stages, because of the then OMAT training scales, which are pretty fair I think and which certainly pay more than welfare from which many of our people came and are not taxable as you know. We had a devil of a time with many of these people when we finally put them through this confusing procedure and they were finally washed in the blood of the lamb and ready to go to work. They found that the entry pay at the job for which they had been trained was much less than their training allowances had been.

Originally we had the idea of using indigenous counselors, people of limited formal education, academic education that is, but people who were fast on their feet, intelligent and sympathetic. We intended to have them supervised by social workers.

What actually happened by a kind of natural selection was that the indigenous counselors became problem solvers and referrers. They would go into the traffic courts. Incidentally, to the surprise of everyone and planned by no one, the judges let our counselors appear with their clients in court. I am sure that is unconstitutional or treasonable or something, but anyway it happened, and it worked, and they appeared in many other places too. They appeared in pleadings against landlords, and they appeared in hearings with the Health and Welfare Departments.

They did this very well indeed. And here is the knowledge of the indigenous which I think we are acquiring. I hope I'm not being stubborn about this, but I do not believe that this or any other body of knowledge cannot be communicated. I think whatever the poor know about poverty can be communicated to the not-poor.

Besides that, they served as referrers and got to be pretty good at it. If there were a problem of law, they would refer to our lawyer. If there were a medical problem, they would refer to one of our doctors.

The County Medical Society gave us an enormous amount of work, and this was done, interestingly enough, in spite of the fact that many of the members of the County Medical Society were philosophically pretty reserved about this kind of activity.

To try and sum this up and also to try to avoid the shocking fault of telling you things that you know better than I do, we found that there were differences in the reasons older people had for working. Very many of these people do not see work as a source of satisfaction but as a kind of necessity. They work to eat. The older workers do not have the stimulus of a hungry child, a very powerful stimulus. They often are much more interested in security and much less interested in the great dishonest American dream of a yacht in every cooking pot. The younger people, we have found, tended to be much more grandiose. They wanted to be bankers and teachers and all sorts of things. The older people wanted to have enough to get by on.

All these differences, whatever they are, can be identified. They can be diagnosed. They can be known in considerable detail and, thereafter, whatever you are going to do for the individual can be tailored.

In all of our classes we had fairly good individual attention. The classes were not of a term. They were not six weeks or eight weeks or 10 weeks. They were as long as the individual needed them.

We shifted people around like billiard balls on a billiard table at times, depending on their needs. And, of course, the needs change. An individual may be following a certain course and then something happens in his life, something good or something bad, which makes it necessary for the counselor to be on top of it, to call it to the attention of his colleagues who need to be involved, and then to redesign the training from one day to the next.

Again a truism, but I am sure you are all aware that if you are easily discouraged this is not your field. If you can't pick the same man up three times and five times and 10 times, better you should grow apples.

Just as a side issue, as soon as I thought of discouraging cases I thought of alcoholism. We have had a miserable time with alcoholism. We have done all of the usual things. We have made the usual referrals, and we have had AA meetings and all sorts of happy pills that I issue with a shovel, and the alcoholics for the most part stay alcoholic.

On the other hand, we have had seven individuals, in a total of about 212 in Denver, who, when they came in, were addicted to hard narcotics of one kind or another. Pretty soon a little drill developed. The word got around that I wouldn't squeal on them, and so they would come to me with a special kind of code language.

They never said "drug" or they never said "addiction" or "hooked" or anything like this, but they said, "Doctor, I'm sick."

And they'd give me the information, but we'd never use any naughty words, you see.

Then they were given the necessary drug support. There are drugs now which ease the pain of withdrawal a lot. They don't do away with it, but they ease it quite a lot.

They were given as much counseling support as we could make available to them, including individual and group psychotherapy.

Of those seven people, one was murdered, a young girl, probably murdered by an overdose because some of her former pals thought she was getting a little too cozy with the respectable side of society.

One, in a kind of comical farce, heard that the police were looking for him and ran away out of town and out of the program, finding out only four months later that they had been looking for him to ask him about the traffic violation of a friend.

The other five are off drugs. Now, this is five out of seven. Any textbook on drugs in the whole world will tell you that you just can't do that well even with much better techniques than we used here.

In the job development area, once again it was our intent, first of all, to find out who our people were, what they could do, and then to find jobs suitable for them, paying as much attention as we possibly could to their tasts, their ambitions, and in almost all cases giving them a veto.

I say "almost all" because one or two clung to grandiose ideals and we could not budge them -- two that I think of. With these people eventually we issued an ultimatum, "Either you do it this way or you go your own way."

We were able in some cases to make employers shift their gears a little bit.

It is customary in Colorado and I am sure elsewhere in the world, when employers are faced with the job of selecting from among large numbers of applicants, in order to simplify the job they apply purely artificial standards. You know. "You must have a Ph. D. if you're going to drive this tractor."

May I tell a Colorado type joke? I hope you don't mind vulgarity.

This story is told about two ranchers who were resting in the hayfield. One of them said, "You know, I don't understand this education. My boy has been going to school now for 10 years, and every now and then he writes home and tells me he has got another degree. And I just don't understand it. It's costing a lot of money, and I need his help, and I don't know what he's doing."

The other fellow says, "I'll explain it to you. You start out and you get a B.S. You know what that is.

"And then you keep on going for a little longer and you get an M.S. That means More of the Same.

"And then you keep on going a little bit longer, and you get a Ph.D. This means Piled Higher and Deeper." (Laughter)

We were able to persuade some employers that a Ph.D. was not necessary for certain jobs in which a Ph.D. was not necessary.

There is one useful generalization which one can make. I think in many ways this generalization becomes more applicable the more depressed, the more unfortunate, the more down the individual is. It is that there is a fierce, silent pride to which they cling with desperation, a pride that makes them much, much, much easier to hurt and offend than we are, a pride that of necessity must be carefully hidden, a pride that makes them the world's softest touches for any kind of exploitation. Very frequently that pride itself renders them unemployable.

The generalization with which I'll finish is a safe one I think. It's so general nobody can possibly understand what I am talking about. But I think there is a pattern here. There is a pattern of simply finding out in what ways these people deviate from norms which we believe to be good norms. And if we are in doubt about them, we can test them, whether or not they are good norms or whether they are phony middle-class norms. We can provide therapeutic, educational and other techniques which move poor, unemployed people towards the norms.

Thank you.

(Applause.)

DR. MULVEY: Thank you, Dr. Galvin.

Now, our last speaker moves into another area. Mr. Donald Frank has been a life-long resident of Northwest Baltimore and is director of the Health and Welfare Council's Job Counseling Clinic Demonstration Project. That's quite a long title. This is presently operating to give direction to the job-seeking efforts of unemployed workers in six different locations throughout metropolitan Baltimore.

Mr. Frank is a graduate of Forest Park High School, a decorated combat veteran of World War II, and a cum laude graduate in Sociology and Economics from the University of Maryland.

He received his Master of Arts degree in Sociology and Economics from the University of Chicago and held assistantships and fellowships in community, industrial and race relations while in attendance.

Mr. Frank has been employed in social research, in social welfare programs of the State, city and Federal governments, in addition to teaching and serving as consultant with numerous civil and community action organizations.

He has also written several articles concerned with social and economic problems.

At present Mr. Frank is on leave of absence from the Social Security Administration and is responsible for the conduct of the Demonstration project which is being financed by a grant to the Health and Welfare Council of the Baltimore area from the United States Department of Labor.

The purpose of this Demonstration is to appraise and evaluate the effectiveness of group counseling for job-seeking assistance.

Over the past year the job counseling clinic has aided more than 1,400 job seekers.

The counseling and referral clinic is to serve as a model for similar programs throughout the nation.

Mr. Frank's topic is "Job Counseling Clinic Experience."

Mr. Frank.

MR. FRANK: In order to set the record straight right from the outset it must be recognized that our Job Counseling and Referral Clinic has but one precondition to participation, namely, that the individual be an active job-seeker. In other words, this program does not specialize in the vocational problems of the older worker as such.

It is nonetheless true that we have handled a substantial number (450) of workers over 45. It is equally true that this program emerged out of a felt need to confront the problem of the worker who found himself out of work after many years of steady employment with plants whose employment needs had either changed course or dwindled to a mere fraction of their former size. In any case, it seems that typically this person had been hired -- in spite of meager educational attainments and few if any skills -- to make a contribution in the defense effort of World War II.

By acquiring some measure of competence in a generally narrow, industry-related specialty this man managed to maintain his position over the years. Slowly but surely, these industries became transformed, and so were job requirements. Inevitably, these workers found themselves jobless, 20 years older and with the same educational deficiencies, albeit upgraded in some degree by skills often untransferable to other industries.

While the plight of such workers can be credited with giving this program its initial impetus, a perfunctory look at the labor market situation was enough to convince the program's framers that its focus had to be widened to accommodate the scores of workers who were just as typically chronically underemployed when not unemployed altogether. A substantial proportion of this latter group were Negroes of all ages. Accordingly, the Job Counseling and Referral Clinic attempted to respond to the needs of both of these two vastly different situations by making its service available to all, without respect to age or previous work history.

Notwithstanding that many complications may and can arise in seeking to alleviate the multitude of problems that are represented within this very diverse population, the Job Counseling and Referral Clinic "method" is relatively uncomplicated. Heavy reliance is placed on the group experience, wherein 10 to 40 participats are given vocational guidance, direction and advice by a Vocational Counselor. At the same time, personal and family problems which seem to impede or influence negatively the participant's involvement in this process, or decrease job-seeking effectiveness, are handled by a social worker attached to the Clinic.

Each month for the better part of 1965 six clinics have operated in six different localities throughout the greater Baltimore community. Clinic groups meet for two hour sessions twice a week during a given month.

To date nearly 1400 workers have received counseling in this manner. More than one-third of this number were job seekers 45 years of age and over.

Demographically, slightly more than half (51 per cent) of these 45-plus persons were men, and 56 per cent were married living with their spouses. Seven of every 10 persons were household heads -- nearly half (47 per cent) had one or more persons depending on him for support. More than one-fourth (28 per cent) had two or more dependents. The median length of unemployment was around eight months, and the modal occupational categories were "skilled, semi skilled" (37 per cent) and "services" (20 per cent). At the time of counseling, 38% were receiving unemployment compensation and 13 per cent, public assistance. Nearly two of every five of the men were Veterans. The median level of educational attainment was 9.6 years; over a quarter had completed high school, and less than one in 10 (eight per cent) had had some college.

About four in every 10 of these "older workers" reported that they had been employed since their participation in the program. On the other hand, only a mere handful reported that they were in training programs of any sort. In the overall, however, the job-seeker 45-and-over had made out nearly as well as the younger participant whose slightly higher rate of success (46 per cent) is due largely to a more favorable record in relation to training assignments. (It might be added that even in the case of the younger worker, only 7 per cent were reported actually enrolled in training after participation in the Job Counseling Clinics.)

The Job Counseling Clinics in operation consists of five rather well defined stages. Initially, participants are recruited from a wide variety of resources such as the Welfare Department, the private family and social agencies, the Public Employment Service, etcetera. In addition to direct recruitment and referral from these sources, all public media are utilized to publicize the program, for example, newspapers (neighborhood weeklies as well as city-wide dailies), TV and radio.

From recruitment, the process moves on to a registration phase, where basic socio-economic information is secured about each individual who has indicated interest in participating in the program. Subsequently, these individuals are contacted by mail as to where and when to report for counseling -- usually at a location most convenient to his place of residence.

The third pahse -- and the most important one -- is the active group counseling and individual social service counseling activity already referred to. During this latter stage participants are, according to their personal readiness and vocational needs, referred to prospective employers, possible training situations, specialized projects -- The Older Worker Project, The Youth Opportunity Center, etc., Social Service agencies including Legal Aid, Public Health facilities, Vocational Rehabilitation, Public Housing or the Department of Public Welfare for immediate financial assistance, et cetera.

Finally, we have instituted an admittedly inadequate follow-up stage, which nevertheless is an attempt to record and deal with post-participant problems after their active involvement in a Counseling cycle.

Insofar as the older worker is concerned, he is engaged in this process precisely as described above. No direct attempt is made to differentiate the worker 45-and-over from other jobless workers at any of these stages of involvement. However, indirectly, every effort is made to attract the older worker. All recruiting devices, for example, emphasize the absence of age barriers for enrollment. News releases specifically stress the point that no one will be turned away because of age. Agency personnel are fully informed about this policy and all public statements made via radio or TV consistently reflect this policy. In this connection, it is significant that many older workers are, in the beginning, surprised and then skeptical about our readiness to accept them into the program, and that practically every worker beyond age 40 has come into the clinic convinced that age was the insurmountable barrier preventing him from securing a job.

No doubt the indirect approach, as we have attempted to pursue it, can be questioned on many grounds. Yet, in view of the broad focus of our mission, we believe it is perhaps the only practical means within the limits of this program to deal with aging as a problem, effectively. Virtually all of our clients suffer from feelings of guilt, rejection, isolation, and loneliness because the vast majority of them are long-term unemployed. We, therefore, take great pains to avoid the impression that older workers are to be considered separate and apart from the group itself. This is not to imply that we disregard age as a problem to cope with, but only that, in the context of the group, it is but one of many pressing problems facing members of the total jobless group. In fact, it is by laying stress on the rather obvious but different kinds of difficulties within the group that genuine and meaningful participation is engendered, without promoting self-consciousness about receiving some kind of special "therapy" reserved for the elderly reject.

While it is hardly a mystical ritual, a certain strategy is employed to offset a tendency on the part of the so-called older worker to set himself apart. Quite simply, the Counselor asks that each participant tell the group what he conceives to be his particular block to employment. As a result, problems that run the gamut of personal and social difficulties are revealed: educational deficiencies, racial discrimination, police records, lack of skills, ill health, poor work records and, of course, age -- in some instances too old, in others too young or inexperienced. Generally, at this juncture it is the Counselor's tack to accept the participant's view of his situation. Moreover, he uses the seriousness of these problems as a device to underscore the prevalence of handicaps of all kinds among both the jobless and jobholders. (The Counselor himself might make reference to some personal handicap or inadequacy of his own.) As a rule, this serves to mitigate the tendency toward self pity that might hinder movement of the group to a more positive stance. In addition, it serves to remove much of the pent up hostility that goes along with the frustrations of unsuccessful job-seeking, and, more important, it stimulates discussion and idea-exchanges on a common ground.

As a technique, it is usually propitious at this point for the Counselor to get right into the instructional aspects of the program, for example, "the how to conduct yourself in a job interview," " how to fill out an application," "how to work out a simple resume," "how to take a test," et cetera. Not surprisingly, the free and easy atmosphere created in the first session carries over into the substantive subject matter areas, and it is therefore not unusual for older workers to assist younger workers and vice versa, not only in regard to testing, for example, but in relation to a job that one or another participant might qualify for. Meanwhile, as the Counselor advises, influences and guides the group vocationally and begins to get more specific as to where the jobs are, and what are the qualifications for openings (and an informal system of referrals begins to take shape), the Caseworker begins to ferret out cases that require special assistance prior to, or where feasible, at the same that a job referral is made. To be sure numerous impasses develop in the course of a session, but the aggressive negative types are usually handled through adequate self-expression or, when out of hand, by group censure. Only rarely does the shy individual maintain his reticence in the group counseling environment.

One should not construe therefrom that there is any studied avoidance of the problem of age insofar as it acts as an impediment to the employability of some members of the group. On the contrary such concerns are carefully interwoven into the fabric of the discussions by the Counselor, when not brought up spontaneously within the group. For example these are the types of questions frequently raised:

1. Should we always assume that employers do not want to hire a person past a certain age?

2. Is it really the age that bothers many employers, or is it an "old age" attitude which is frequently associated with it.

3. Do many older persons shy away from making contacts for jobs because of the fear of rejection?

4. When a person is told by an employer that he cannot be hired because of his age, does this frequently affect a person's attitude to the point of reducing his efficiency as a job-seeker?

5. Are insurance and retirement costs always a reasonable justification for not hiring an older worker?

6. Are there advantages that an older person has over younger workers?

7. Is there a need for older workers to be realistic in job-seeking with reference to type of work, wages, etc?

While we are not prone to offer definitive answers, our purpose is best served when enlightenment occurs, and when job-seeking tactics are developed or shifted, through the group process, to deal with or at least ameliorate some of the unpleasant circumstances that grow out of these conditions for employment. At the same time, our experience has been that older workers bring to clinics and are quite willing to provide the entire group with useful information of the following kind:

1. Knowledge of the community and neighborhoods and types of business to be found therein.

2. Comparisons of past and current employment practices.

3. Greater insight into what constitutes a day's work.

4. Greater experience in life generally.

As we see it then, the group experience, as defined above, is particularly beneficial to older participants, precisely because it provides an acceptable and constructive mode of self-expression not otherwise available. But more than that it offers an opportunity for these more experienced workers to counter their feeling of isolation, rejection, et cetera, by sharing their knowledge with others and, consequently, to help others who share their plight.

At best, any evaluation or assessment of the impact of job counseling on the older worker in such areas as motivation, adjustment and learning has to be inexact. Nonetheless, the case citations that follow do tend to demonstrate some evidence of meaningful participation in the process.

CASE ILLUSTRATIONS

JANE M., age 52, divorced, living alone.

Background - Mrs. M., a former member of the Women's Army Corps, had been working during recent years as a cashier at a Baltimore hotel which went out of business. Her duties also included light typing and other clerical work. Over her period of eight months of unemployment she had, in her words, "tried everything" to find a job but did not seem to be able to convince employers that she could perform satisfactorily.

Counselor's Initial Evaluation - The Counselor evaluated Mrs. M's potential for work as fairly good, since she appeared to be an active, alert woman with some job skills. A series of rejections for jobs made her extremely discouraged, and this resulted in a display of a mildly negative attitude. It was her "age," according to Mrs. M. which was holding her back, and she understandably blamed employers for not giving her a chance.

Group Activities - Mrs. M., an outspoken person, expressed opinions on just about every discussion point arising, starting with the first session. She was encouraged to do this; yet it was clear to all present that her comments reflected a rather unsatisfactory attitude in terms of her own personal adjustment in her situation. By the third session she was, according to the Counselor and caseworker, "talked out." As a consequence, she seemed to feel a little better and, being a perceptive person, sensed that the clinic personnel were trying to help her. Suggestions were given to her all along about possible employment opportunities, as well as ideas about how to improve her chances: ideas on application, forms, interviews, tests, et cetera. It is difficult to discern what actually caused her shift in attitude, but seeing others in the group who, perhaps, had even greater problems seemed to convince her that she could play a role in the sessions by helping others. Accordingly, she drew upon her past experiences to help other group members in a positive way, and she was, as a matter of fact, responsible for convincing at least two other persons to continue coming to the clinics. It was obvious that she felt a sense of importance formerly unavailable to her.

Results - Mrs. M. was doing more for herself in terms of finding work. On the day she was scheduled for an interview at the Older Workers Project, she was called to work by a firm as a result of a recent job contact. It was a clerical job which Mrs. M. was fully capable of performing, and she commented that her employer told her that she was hired because "she had so much confidence in herself."

What was done for Mrs. M. ?

1. She was given advice about how to handle herself in applying for jobs.
2. She was shown how to go about finding the kind of work she desired.
3. She was exposed to a setting which helped her change her attitude, and also inspired her to more resourceful job-seeking.

MARTHA S., age 50, married.

Background - Mrs. S's work experience consisted of a few factory or sales jobs for short periods over the past 30 years. Primarily her life centered around her home and family responsibilities. But suddenly her husband was out of work after 35 years of steady employment as a truck driver.

Counselor's Initial Evaluations - Although at first shy and reluctant to join in the discussion, Mrs. S's vocational potential appeared good despite her age. With active group involvement, a positive attitude developed and an ability to get along with people. However, her lack of work experience combined with educational deficiencies (eighth grade) limited the range of employment opportunities available to her. The only thing that really seemed to bother her was her age. She even answered the question on the registration form asking about handicaps - "My age is my trouble."

Clinic Activities - The clinic meetings provided Mrs. S. an opportunity to discuss the problem of age with the Counselor and other group members. She participated strongly in the group process and was able to extract some useful ideas as well as dispel certain misconceptions about the problem of age. After a time, she seemed to accept her age as something less than catastrophic and became less defensive about it. (Before the sessions began, she hesitated to reveal her true age.) She now appeared ready to set out upon a vigorous job-seeking campaign without being overly concerned about her age.

Results - It was only a few days later that she called the Counselor to let him know she was hired by a local firm as a packer of medicinal supplies. She said, "I have a steady job and like the work ... the clinic helped to give me the confidence I needed." Problem solved.

What was done for Mrs. S.?

1. She was shown that her age did not disqualify her for employment.
2. She was shown how to plan her job campaign.

JOHN K., age 56, married, two dependents.

Background - Mr. K., an Army Veteran, in spite of his small stature had been employed in recent years as an over-the-road truck driver, but his most recent employer of 16 years went out of business. He was not a high school graduate and had no job skills other than truck driving experience. When he started attending sessions at the Inner City Clinic, Mr. K. had been unemployed for four months without a single prospect for a job.

Counselor's Initial Evaluation - Mr. K., although shy, was a very sincere and cooperative individual most anxious to keep his excellent work record intact. He was receiving unemployment compensation but was anxious to receive work before he exhausted benefits. Obviously, he was depressed and generally disgusted with his present condition. There was evidence that he doubted his ability to find work because, as he stated at the outset, "my age keeps me back." The Counselor felt that his greatest need was more direction in his job searching efforts.

Clinic Activities - Mr. K. joined the group and gained a number of useful ideas about how to find work. In addition, he learned that while his age was a troublesome factor in finding work, it was by no means disqualifying. Supplementing this, he was referred by the Clinic personnel to the Older Worker Project for possible placement, as well as to several job opportunities which were known to the Counselor.

Results - Acting on the Clinic referral, Mr. K. was able to find a truck driving job almost immediately of the type he could handle without difficulty. He was clearly relieved to be off unemployment insurance and once again actively supporting his family.

What was done for Mr. K.?

1. The Clinic opened for Mr. K. a wider range of job opportunities.
2. He was shown that he could secure work in a related area of work in spite of his age and slightness of build.

CHARLES B., age 70, two dependents.

Background - Mr. B., a Negro living in the inner city, had been without employment for over a year at the time he registered for the Clinic. Employment was needed to help support his family, and he needed "new ideas." Over the years, Mr. B. had performed a variety of jobs, but primarily as owner-manager of a small neighborhood grocery store which was recently closed after 20 years operation.

Counselor's Initial Evaluation - The Counselor viewed Mr. B's chances for attaining gainful employment as only fair in view of his age (70). His work history was good, but there was little he could offer in the way of concrete job skills. Nevertheless, he was vigorous, both physically and mentally, and apparently capable of handling a work situation without difficulty. He was not afraid of hard work.

Note - Mr. B. was regarded by all associated with the project as a fine, distinguished gentleman and one of the most interesting persons ever to join the Clinics. He was recognized as a community leader in his East Baltimore neighborhood, and his civic work was well known by residents of his area, including his membership on the Anti-Poverty Action Committee, an association of Action Area inhabitants.

Clinic Activities - From the outset, Mr. B. joined the Clinic discussions, not only in hope of discovering a way to solve his own problem but also to help others in any way he could. During the course of the sessions, he learned about the opportunities to be found in the MDTA training program. In particular, he became interested in the custodial course which he immediately recognized as a realistic employment area. Accordingly, Mr. B. was referred to the Maryland State Employment Service to explore this opportunity for training.

Results - Mr. B. returned to the Clinic after his appointment at MSES and announced to the group that he was accepted for training in the custodial course under MDTA. This produced an excellent effect on the group, in that it offered some measure of hope to the other jobless persons present. Mr. B. then proceeded to work in the group, trying to encourage others to take advantage of opportunities which exist today. He was extremely happy, and as a result became an outspoken advocate of the Clinic service.

Follow-up - As it turned out, however, Mr. B's problems were not immediately resolved. It seems that a misunderstanding had occurred over his starting date for the training program. It took the intervention of Clinic personnel to clarify his scheduling status with the State Employment Service, in order to insure his entrance into the course without delay.

What was done for Mr. B. :

1. He was shown opportunities for training.
2. He was referred for training.
3. He was allowed an opportunity to help other job seekers.
4. He was provided with follow-up assistance which helped him overcome a troublesome matter in connection with his training.

Thank you.

(Applause.)

DR. MULVEY: Thank you, Mr. Frank.

I think we have had a well-rounded group of presentations.

As Mr. Shutes said before, the mind can absorb no more than the seat can endure, so maybe we should stand for a seventh inning stretch, get our breath, and then go into our discussion period.

(Whereupon, a brief recess was taken.)

DR. MULVEY: Can we proceed? We can't let this go with just one joke. I got a delayed reaction to Dr. Galvin's reference to degrees and to Spanish-speaking people: it now reminds me of the definition of a moderator, which role I am fulfilling this afternoon.

A moderator, I have heard, is like a door-tender at a bullfight. His job is to keep opening and closing the door on the "bull." (Laughter)

I would like to say that in this session we are supposed to arrive at a consensus, if it is at all possible, or to come up with recommendations that would affect training, manpower training, and the older worker, the older worker being defined within the age range of 45 to 65.

All of the presentations were excellent but did not focus upon this particular age group.

I am wondering, before we go into the discussion, if any of the panelists wishes to make a statement to sharpen up his recommendations or to make recommendations which would apply to this age segment.

DR. WOOLSTON: Yes. May I? I want to say that particularly with the 45 to 65, we discovered that the reason for their leaving a long-run term of employment ranging from five to 15 years and averaging eight to nine, then being unemployed except for seasonal things for about three years, was that most of them left because their work was shut off. The firm moved from the area. A product was changed. There was automation introduced, not in complete form perhaps with complete feedback, but there were forms of automation.

When that worker left, then, he had lost his means. He didn't know how to hunt for a job and was having all the difficulties involved in the problems that I indicated.

Our recommendation is, when a man leaves such long-run employment, that he get a letter of recommendation from his employer. It is a very simple thing, but we think it would help enormously. He can always, of course, use the employer as a reference, but sometimes, if the employer moves away, time is consumed in writing letters, and if the man actually has that letter of recommendation in his pocket and perhaps have it on file at the Employment Service, it would help.

A second recommendation concerns those who are not able to go into competitive employment, even after work counseling, work adjustment and even training. If the training reveals that a trainee can't go into competitive employment, there should be provisions for some kind of "sheltered employment."

Now, this has not been worked out yet and we would welcome suggestions as to what the sheltered employment would be, but that is a definite recommendation that we made.

I said, "Well, do you have in mind Salvation Army, Goodwill Industries?"

"No, we have in mind something more than that."

So if any of you has had experience of something different, public or private or quasi-public in a non-profit organization, I'd like to know it.

I would like to see endorsement here, however, of our recommendation of the need for sheltered work for those who cannot be in competitive employment.

And then a third thing we recommended, in order to face the public assistance funds problem, is that people who go into Manpower Training programs and are paid -- at less than competitive rates, it is true -- should not have that money deducted from their public assistance.

Now, I can see many controversial angles to this, and if any of you have observations on it, I would be glad to have them.

DR. MULVEY: I think the Economic Opportunity Act, Title V, provides that people on public assistance who go into any of that kind of work may not have it deducted.

MRS. CATHERINE M. TURNER (Specialist Adult Services, Maryland State Department of Public Welfare, Baltimore, Maryland): That is work within Title I and Title II programs

DR. MULVEY: What about Title V, public welfare programs?

MRS. TURNER: Title V is the work experience and training program. It is administered by the Public Welfare Departments.

We recently had opportunity to recommend that the Manpower Training Act allowance be treated exactly the same as income from programs under Titles I and II of the Economic Opportunity Act.

Actually in Maryland we do exampt the first $15 of the MDTA training allowance, plus any of the non-personal and personal expenses that the individual has in order to acquire the training. But that isn't to be compared with the first $85, and one-half of any excess -- the formula in Title VII of the Economic Opportunity Act.

DR. MULVEY: Thank you.

MR. SHUTES: I believe sincerely that these people need all the help they can get, but I think someone on the panel alluded to the problem of putting a trainee out to work where he is going to earn less than he got on his Manpower allowance, and if you add to the Manpower allowance the welfare allowance that he might receive without deduction, then this becomes just that much more serious a problem.

I am not saying they shouldn't get this money. I think we need employer education and the upgrading of the pay scales in our country, because some of them are dreadfully low.

MRS. TURNER: I would like to speak directly to that. I think all of us are in accord with the various efforts and the various creative devices that are being used to upgrade the employability of people. But at the same time I think we have to recognize that, with the most that we know how to do, it's not going to be possible to make M.D.'s out of many of the people who are under-privileged.

I think we are going to have to recognize that if we are going to have a basic living scale for people , then there is going to have to be public subsidy to supplement the full time earnings of some individuals. I think you see this in Title V projects.

DR. MULVEY: Yes?

MRS. OLIVE SWINNEY (Welfare Administration, Department of Health, Education and Welfare): My concern is that the workers who are receiving MDTA training allowances while learning job skills will be able to go into regular jobs that pay enough to make the training worthwhile. We have had some workers trained under MDTA and unable to get jobs in the field for which they were trained.

Are we sure that training programs which are developing new techniques and new skills are being planned with citizen and employer participation in their implementation and in their development?

This is one way we can build understanding on the part of industrial and community leaders of ways and means to prevent future discards in the population and involve employers in carrying their share of responsibility for better wages and for developing various kinds of sheltered jobs.

Are we using what we are learning in these new training programs to adjust our total labor force to technological changes and changing employment patterns in this country?

DR. MULVEY: Are you posing your question to any particular panelist?

MRS. SWINNEY: No. I would just like to get reactions. I wondered if communities are working on this.

DR. MULVEY: Dr. Galvin.

DR. GALVIN: I don't have an answer. I'd just like to mingle my tears with yours.

I think one of the things that we "do-gooding" types often forget is that a very large number of people, I suspect the majority of the people in this country, don't suffer from the same values we do.

We had an employer come in to the JOC in Denver a month or two ago, a very fine fellow. I'm sure he'll go to heaven when he dies, and it can't happen too soon. (Laughter)

This was, you know, an excellent fellow, a pillar of the community and all that, but a rugged individualist. And he told us about how he started out. I don't know. I guess he dug a mine. He clawed his way, and he worked for 25 cents an hour.

He was coming around to get some other people to work for 25 cents an hour.

I think that's a majority opinion.

One of the things I did not mention, because I have been roundly abused for it, is that the cost in JOC is about $5,000 per trainee. Now, with $5,000 per trainee we can succeed with 80 per cent of these people or more. And remember this is as closely as we could make it an exact representation of all of the poor of Denver. We can get 80-plus per cent of them off of welfare. And, of course, welfare. And, of course, welfare would use up $5,000 in less than two years. But this $5,000 is exorbitant.

We are all masochistic or we wouldn't be in these activities. But I think it's useful to remind ourselves that the total number of people who have these interests and who engage in these activities is still pretty small.

MRS. SWINNEY: Well, maybe we need to do an educational job with the Chambers of Commerce and with the employers to understand that society in effect subsidizes inadequate wages and that industry has responsibility to plan more adequately for the retirement time of its workers.

DR. GALVIN: I am not economist enough to do this myself, but I think this can be demonstrated on a purely economic basis.

MRS. SWINNEY: Yes.

MR. SHUTES: Definitely.

DR. WOOLSTON: Yes.

MRS. SWINNEY: Are we doing enough to interpret the economic and social consequences of inadequate retirement planning so that this isn't just an endless process but there is some preventive planning?

DR. WOOLSTON: I would like to say here that my description was of a research project but a research project geared to a program which we thought would eventuate. And, as part of that, there will be an examination, a thorough examination, in order to see the costs and benefits and where the costs are coming from, where the deficits are.

So it will be a beginning job in one area.

I said to some of the members here that research projects by themselves I feel are sort of usually an extra burden that the poor have to bear in addition to everything else. But this research project will attempt to get statistical measurements to show the Chambers of Commerce, the employers, just what is involved, as well as to show us the magnitude of the work counseling problem that we need to handle. So it is a little beginning. I hope it can do something.

MRS. TURNER: Are we taking people along with us as we go? It is a tremendously exciting experience to be living now and seeing what is coming to bear on the problems of poverty, but are we involving all the people that need to know about what we are doing at the level where we are operating?

MR. FRANK: In our own program we have an advisory committee and an evaluation committee composed of the people I think you are talking about -- Chamber of Commerce people.

But it is frequently the case that these people are not the ones that are giving the lowest wages. In fact, they generally pay the highest wages at every level.

So you can sensitize these people all the time and they will commiserate and will support you, but they don't create the problem in the first place. It is the marginal employers who hire marginal workers for marginal wages. It requires that we take a different tack. Actually, I am afraid the truth is you have to raise the minimum wage to where it is a living wage.

MR. SHUTES: One of the two projects that we are currently running is in a rather small urban center in what is otherwise a very rural area. There we have found very good community acceptance because naturally it takes fewer calls to get to 100 per cent of the employers.

In the large metropolitan area -- and this is relative because Lansing, Michigan, only has about 200,000 people -- our efforts have been much slower. We have concentrated on the larger employers. One of the largest is an automobile manufacturing plant which, prior to last year, would not consider anyone for employment with less than a high school diploma. This is one of the artificial criteria that Dr. Galvin spoke of. Through the efforts of our job development specialist and others in the community -- and also, I think we have to add, due to the economic situation and the manpower shortage -- they have lowered their standard and I think this will encourage them to see that it was artificial before. I am not making any predictions. They may raise their requirements again when manpower is not so short.

But what this tells us is that now is a good time, because manpower is short, to prove to some of these emplouers that they need to employ some of the people they previously considered unemployable and also start paying a respectable wage.

DR. MULVEY: I am going to try to call on people as the hands go up.

I think Mrs. Brown was first. Do you want to identify yourself?

MRS. ROBERTA BROWN (Executive Secretary, D. C. Interdepartmental Committee on Aging, Washington, D. C.): I think there are a couple of things I would like to mention. One is that I would like to commend to your attention the testimony of Leon Keyserling, on income maintenance of the elderly, before the Senate Committee on Aging. He made some propositions which appeared to someone less than expert to be economically sound. He called for Federal action to increase the incomes of people over 65 to the point where they would really be adequate for subsistence. He also called for a minimum wage of $2.00 an hour. His argument was that this would be economically desirable not only for those individuals who would benefit, but for the coutry as a whole, and even when we are spending 53 per cent of our income for defense.

I don't in any way want to denigrate the enormously important work that projects throughout the country are doing. I think, however, that the basic ecology of the times and the place where we are living today is going to be much, much more forceful in bringing about solutions to this problem than all of the persuasive skills that we might bring to bear upon people of influence in the community.

And that brings me to want to say that I think what you people are doing for people who are in need of help, who need answers to the terribly debilitating experience of not having a useful place in society, not being able to discharge their responsibilities to their families, is the basic thing and the important good thing that is being done, regardless of whether they get employment or whether they don't.

DR. MULVEY: Does anybody want to speak to that point?

DR. GALVIN: Could I say one word?

DR. MULVEY: Yes.

DR. GALVIN: You know, this reminds me of another point which I think is important and which I think perhaps we can congratulate ourselves on. I'm feeling guilty about being so gloomy before. (Laughter)

I think we have got it through our thick heads at long, long last, that these things have to be joint efforts.

It wasn't so long ago, you know, that we were having great, heated debates about whether social workers should be permitted to do psychotherapy. You know, 15 or 20 years ago. It wasn't very long ago. This has gone now. And one thing that everybody has said, and those who haven't said it have implied it, is that these have to be multi-disciplinary efforts.

Now, let me waste time be telling you another joke. And I'll tell this as quickly as I can. This is a joke about an old Irish priest rowing on a lake, and he heard somebody call "Help: Help!"

He saw this fellow splashing in the water, and he rowed over.

The fellow said, "Help me! I'm drowning!"

The priest said, "Are you a Catholic?" And the fellow in the lake looked up with a kind of questioning look, and he said, "Get me out of here!"

The priest said, "I couldn't save you if you weren't a Catholic."

He said, "I'm not a Catholic, but get me out and we'll argue about it later."

The priest said, "Would you like to be baptized?"

"I'm in no position to argue."

The fellow in the lake agreed to be baptized, and the priest splashed up some water and baptized him.

Then he put his hand on his head and pushed him down deep and said, "You'd probably backslide." (Laughter)

Even though we are working cooperatively for the moment, I think the danger of our backsliding is always present. There is always the danger, for me, of saying, "If we could get all these people healthy, then they would be all right," and, for the economist, of saying, "If we can only get enough dough in their pockets or jack up the gross national product, then that will make everything all right."

I think it is always a grave danger for any specialist to forget about the productivity of cooperation.

DR. MULVEY: Now, this gal over here. Do you still want to say something?

MRS. MARGUERITE H. COLEMAN (former Director, Special Applicant Services, New York Division of Employment Security): Going back to the problem of people perhaps getting less money on the job than in training, I think that really is a very difficult problem. In Manpower Development and Training programs, people are generally being trained for a new occupation, so the graduate goes into industry as an entry worker in that occupation. From the point of view of the employer, he is a trained beginning worker.

Of course, all employers, as you know, have a kind of set wage scale for each occupational level. Sure, the minimum wage may be too low, but, since the employer has a total wage pattern it would be very difficult, I think, for employers, even with the best will in the world, to adjust their total wage scale to pay older beginners more than the normal entry wage they are paying other workers.

A further complication we must remember is that the vast majority of employers are really not crazy about hiring older workers. They really prefer younger workers.

If you are going to tell the employer, on top of everything else, because this older worker has greater family problems and needs more money, that he is expected to pay the older worker more than the younger, you are really creating pretty difficult problems, I think.

While on my feet could I ask the panel a question, bocuase I am a little confused. To what extent do you feel, in your programs, that the problems you get are associated with age, and to what extent are they problems these same individuals have had for years and years and you just happened to pick them up when they were over 45?

DR. MULVEY: Do you want to speak to that, panelists?

DR. WOOLSTON: I will say that my research projects find no great difference in age. I am dealing with the unskilled and semi-skilled who have problems, and they have them whatever the age.

MRS. COLEMAN: Yes.

DR. WOOLSTON: It is only worsened if they are older, not because it has been with them a long time but largely because of long-run unemployment at that age.

DR. MULVEY: Doctor?

DR. GALVIN: My impression is the same. I don't have figures. But my impression is that the number of problems per man is the same in the older ages.

DR. MULVEY: This gentleman over here.

MR. RAY A. ZIEGLER (Director, Senior Worker Division, Oregon Bureau of Labor, Portland, Oregon): I have worked in the age vs. employability for more than six years, administering the Oregon law that prohibits age discrimination in employment for men and women between ages 25 and 65 years.

Our approach is an economic approach -- no "soul saving" -- the idea being that labor is a commodity much the same as any other resource an employer uses in his conduct of business; however, just as an employer will reject raw materials unsuited for his mills, he will reject labor that is not skilled in the conduct of his business, or labor that does not have the potential to produce to the limit of marginal productivity.

We hear the song all of the time about: "Why doesn't the businessman pay more?" It is easy to sing such a song, but there is something behind the scenes here. I will use our Oregon business population figures to illustrate the point I would like to make. Oregon, in population mass, represents about one per cent of the national population. Our spread of employers is representative of the average in the nation -- we have steel mills, assembly factories, the general run of industry. If we deduct from our employer population the institutional employers -- educators, government, non-profit organizations, etc., and take into consideration the number of commerical and industrial employers who maintain Social Security Accounts -- these are the risk-takers -- we find that Oregon has few large employers, those who hire more than 20 employees

The 1960 Census showed 37,252 employers (Commercial and Industrial) in Oregon who maintain Social Security Accounts. Only 425 of these firms employed 100 or more. There were 619 firms employing between 50 and 100. But the great majority -- 24,000 out of 37,000 had only three employees or less. The national pattern is the same. There are 3,129,148 businesses classified as

"Commercial, and Industrial," and only 51,725 hire more than 100 employees; another 60,270 hire between 50 and 99 employees; and another 175,584 hire from 20 to 49 employees; the remainder hire fewer than 20, and 2,400,000 have fewer than 8 employees.

Most of these small employers operate on a close margin -- they cannot afford to hire a man who cannot put forth a full day's work, nor can they afford extensive training programs.

The unemployed person has to help himself as much as he can. We have developed a program to help him do just that -- to canvass for his own job and seek training that might make him more readily employable.

We find that there is a dire need for economic education of the average individual. Our 1960 census figures indicate that at least 59% of our adult population over age 25 does not possess the high school diploma. It is easy to see why they don't know economic facts of life; they have never been taught what they are.

We teach these people what a job actually is, how it comes to be; that no one is given a job; that each job holder sells his time and energy by the man hour for its actual value or its share of the payment paid by the customer who receives the product made, or the service produced by the worker.

Some people will never be capable of producing work beyond that of the most menial labor. Consequently, if their wants are in excess of their capacity, they must hold down two jobs or one and a part of another job in order to satisfy their wants. We have shown such individuals how to get and hold two jobs.

Here's a functional illiterate who washes dishes six hours a day in a restaurant in Oregon. He sweeps out a department store in the evening. He lives on the lake. He drives a new car. He has a hi-fi. He has all of the things that the other sheep have in our area. He owns a boat. He is not pretty, so he goes to the dance club downtown on Friday nights. This is his night out.

MISS ELIZABETH M. COUPAR: When does he have time to do all this? (Laughter)

MR. ZIEGLER: He puts in about 14 hours a day, five days a week.

MISS COUPAR: When does he listen to his hi-fi and ride in his car?

MR. ZIEGLER: On weekends, the same way as a student works and goes to school.

DR. GALVIN: He gets to feeling so guilty on Friday night that he has insomnia the rest of the week. (Laughter)

MR. ZIEGLER: Now, if he has the buttons with which to accomplish further training -- and I would say that the average person has if he has got an IQ of 90 or better; the military service will take such a man and teach him work skills -- then most certainly the schools can also teach him.

Why shouldn't you invest in yourself?

We point out the steps to be taken, step by step. In our program it is only necessary to spend three hours, in group sessions, with each person -- just three hours!

One of them -- a clerk typist earns between $250 and $300 per month -- she supports two children. She is making her way on that amount. (If she were in ADC she could get as much as $240 per month, tax free.)

She is now learning to become a closed mask microphone reporter; a skill that can be learned in a matter of weeks. Some of the men and women who are reporting here to day are using such a device. The Federal Civil Service has listed such a job as "open" for more than eight years in the Portland Area. But there are no training programs available in our area. Our clerk typist has arranged to acquire a mask from the Stenomask company and has arranged for her own training program. She could have done this long ago, had she known of the need for such reporters.

Unified education must be carried to the person in need, at the time they are in need, and preferably before they are needful of the training; however, programs such as ours are isolated and few. The place that this has to be accomplished is in the unemployment compensation lines, when that body walks in and doesn't have a job, rather than to merely hand out a check and forget the person until he becomes obsolete in our ever-changing world.

How many of us have observed and met individuals who were not cognizant of their true potential -- perhaps we could mentally hang a tag around their neck reading "One, each, body, human, living, potential completely untapped." Such people exist in our society because there is no one central place to refer them for help in discovering their talents and potential for educational and/or training that would lift them from a position of need to a self sustaining position in life. Why could this not be done in the unemployment compensation lines; or at the Welfare Office. In Oregon we have positive evidence that it pays to awaken an individual to his potential and to the fact that he must be prepared to help himself.

We have resorted to the use of many speaking engagements as a prime means of disseminating educational data on the age vs. employability problem; however, this is nowhere nearly as effective as a positive advertising and educational program would be, using the multi-media for public education, and I do not mean educational TV.

Until you start using the regular media, not at 11 o'clock at night or at seven o'clock in the morning, but at six o'clock and seven o'clock at night you won't reach anyone. Let's drive to get some funding here to put a real educational program over, to show how the person who is earning $60 a week can earn $100 -- average living -- if he is given the proper training, can step up and then buy more services and create jobs down below.

Private business is not going to contribute in the beginning. They will later on as they begin to see its value in effective manpower utilization.

We need this rather than to continue with research projects. I think you would make a big strike if you get this information over, not to us who are exchanging it among each other, but get it over to the general public and the fellow who pays the taxes. Then he will do something about it.

Thank you.

DR. MULVEY: I think your recommendation is that this problem can be solved primarily by education at various levels.

You say that these people have had no economic education. They never got it in the schools because teachers themselves and educational training institutions don't get economic education.

MR. ZIEGLER: I realize it. That's why I say to do it in the unemployment compensation line.

A man can make a quarter of a million if he completes high school, if he holds a full-time job at $100 a week, or if he will go the extra effort and become an apprentice and receive training where there is a shortage, or go to school and spend the time to become a technician. A skilled plumber or a highly skilled design technician can expect to earn as much as a half million dollars in today's dollars if he is fully employed during his life. It pays to invest in people, but the person with the potential for more must be made aware of it.

Our Creative Job Search Techniques Program gives some positive evidence of this. Of the long term unemployed who come to us on Monday evenings, six out of ten have a job within two weeks; one out of nine has enrolled in courses in our Portland Community College -- in the very building where they were introduced to themselves through this program. The program was founded with sound research using many techniques developed years ago by people who studied the problem then recorded it and ceased operating because they had completed their research project.

DR. MULVEY: What about the educational aspects of training the counselors who are manning these projects and other supportive services? How are we going to get trained personnel for these projects?

Wouldn't you have greater success in placement, and so forth, if you had more specialized personal and vocational counselors?

MR. ZIEGLER: You are going to take away my presentation for tomorrow. However, I will say this much. I am a graduate counselor. Trained through Oregon State University -- well trained clinically. I know there are people I cannot help because their problems exceed my capabilities, so I send them for detailed counseling, including, if necessary, a referral for psychiatric service.

Those who are physically ill, perhaps a heart problem, are sent to the appropriate agency -- the Heart Association. However, our program is one of the few multi-faceted programs in a country where there is great need for a general counseling service.

Perhaps I might point out one of the problems in counselor training. We wrote to the heads of all of the National Defense Education Act Counseling Institutes and asked two questions:

One: Do you require that your counselors have work experience, other than school teaching, prior to being admitted for training in your institute?

Two: Do you require that they have had some formal training in the social science of Economics?

We received one affirmative answer to question number one, and one affirmative answer to question number two -- The remainder were all negative; however, seven thought it might be a "good idea" for counselors to have some work experience other than school teaching and some knowledge of our economic system. In this study we also affirmed that, on the average, approximately six clock hours of the time in the institute is spent in the study of labor force information -- this would be out of an entire year's program and would probably consist of being exposed to speakers on the subject.

It is obvious that many of the counselors are going to have to be taught labor market facts also. We do not use counselors who are college trained in the traditional "clinical approach." We have a cabinetmaker, age 59. This man spent 17 years in the labor movement as a labor leader; he babysat with a labor union for that period of time. He is a good practical psychologist who understands the real facts about the work-a-day world and employer demands. There is also a salesman who is 77 years old, still fully employed and a top producer in his field; a former model, age 46, who still looks like a model; a 17 year old high school student who is interested in people -- this lad has managed a theatre for the past year or so and has experience in hiring and firing. He does well with his contemporaries who do not know the economic facts of life relating to our labor mart.

These are people who are well schooled in the basic economic facts of how our USA work-a-day world works; that human energy is graded much the same as apples and pears. There are culls as well as prime product. Likewise, an employer will grade his employees and pay accordingly what they are worth.

These are some of the facts that we get over to our participants in our program, and this is why they go out and get their jobs on-their-own. This is why they seek training to upgrade their skills. It is probably the first time in their life that they have ever heard about employer hiring practices -- most indicate that it is, when we ask them!

Present day counselor training programs would have to be remodeled to meet the need through development of a multi-discipline approach -- All counselors should have adequate knowledge, and preferably some practical experience, in the grass roots operation of our economy as it relates to the wage earner and his job. Most certainly those who are helping individuals make vocational decisions need such knowledge. Unemployment is basically an individual economic problem for each of the unemployed or underemployed.

DR. MULVEY: Do you think it would be possible to get some kind of legislative action to include in the present MDTA program, which finances counselor training institutes, some training institutes for counselors of adults? Because you can't get it now under the program. That is a liberal program.

MR. ZIEGLER: I am sure it is possible.

Unemployment is a disease that should be handled on the preventive as well as curative basis. I mean that people who are 25, 30, and 50 years of age now, need to be made cognizant of the need to remain up-to-date in maintenance of work skills and the acquisition of training to assure that they will not become obsolete. We must reach these people now, and should extend the arm of knowledge down into the schools so that we can prevent much of the human obsolescence in existence today. This could be done by requiring the counselor training institutes to include a stipulated amount of training and education in how our economy works, how it functions in relationship to the working man or working woman. We have heard rumors that such a program was in the makings for adult counselor training.

DR. MULVEY: Under what? I don't know about it.

MR. ZIEGLER: I am active in a community college, and I believe there is a program for higher education.

DR. MULVEY: The Higher Education Act, the community services part of that, could include it.

MR. ZIEGLER: But they are going to have to dictate this, because the training of counselors is almost entirely in the hands of psychologists and Doctors of Education, and the economists have been left out of it. And this employment situation is a personal economic problem.

DR. MULVEY: Well, what I am driving at is this: Could we not have many, many more supportive services -- and that is what we are supposed to be talking about: counseling and supportive services -- in communities across the country, if we had trained personnel to man them?

MR. ZIEGLER: Yes, ma'am.

DR. MULVEY: That's the point I'm getting at.

MR. ZIEGLER: Yes, ma'am.

DR. MULVEY: And we can't get them unless we have financial supportive resources to train these counselors of adults.

MR. ZIEGLER: I can say this now: Please don't make them have a college degree. (Laughter)

MRS. BROWN: I'd like them not to have to learn Adam Smith economics.

DR. MULVEY: Yes?

MRS. SWINNEY: Are we supposed to try to make some specific recommendations on the subject of this panel?

DR. MULVEY: Yes. We are hoping to.

MRS. SWINNEY: What we have said -- and heard -- here points to a need for community planning at every level, and more governmental underwriting of the whole effort to develop and utilize our human resources. Political action is necessary to make our Employment Service function in this area -- to provide individual counseling, group counseling, supportive services, identification, whatever is needed. We need a truly national program utilizing all of the specialists that are now becoming available in community planning, the anti-poverty program, welfare programs, housing, adult education, et cetera, focusing on the individual's employment potential rather than on the job to be filled.

MRS. TURNER: It seems to me we are saying something else too -- that we have learned, from examining what has caused the predicament of the older person, how to prevent that from happening. What can we isolate out by way of preventive approaches and preventive methods that will make the person who will become 45 in 1980 not handicapped by today?

DR. MULVEY: Yes.

MRS. SWINNEY: This should begin with the vocational education program in the junior and senior high schools.

DR. MULVEY: Preventive approach. But then you also have the curative aspect.

DR. GALVIN: Mr. Aller made a particularly useful point this morning. It seems to me that there is a certain amount of inertia regarding changes in vocational education to meet the needs of a new kind of economy, so we are still training lots and lots of people for industries in which manpower needs have been reduced by automation or whatever.

The point he made was that the health services, in the widest possible sense, have never had enough manpower. There are all sorts of manpower abuses in the health services. They are probably as underpaid as any other group of occupations.

Not only has the manpower need never been satisfied there, but it promises to expand very, very rapidly now.

MRS. SWINNEY: The whole spectrum of public services has been undermanned because we haven't deployed our manpower resources properly to fill our public service requirements.

DR. MULVEY: Would you please restate your recommendation? Because there seems to be quite a bit of agreement on that particular point.

MRS. SWINNEY: I believe it is the sense of the group that we recommend modernization of the Employment Service in order to give recognition to the need for counseling, for supportive services, for focus on the sheltered work area, on the public service area, in creating new job opportunities; and that it also mount preventive efforts that will reduce the manpower problems that we are now facing. We need comprehensive and community-wide planning, across the board in the area of human resources development for employment and manpower utilization.

It should be the government's responsibility to set minimum standards. Whatever else industry and technology can provide is all to the good, but there must be this minimum floor that meets every manpower need in every State and community.

DR. MULVEY: There are two people back here that want to say something, both from the back row.

MISS COUPAR: I was just wondering if we might not be duplicating -- isn't that one of the purposes of the poverty corps? Economic community-centered programs?

DR. MULVEY: Well, Title II (a) is Community Action. But, of course, the others involve --

DR. GALVIN: But there has been a notable lack of overall planning.

DR. WOOLSTON: Yes. That we all know.

DR. MULVEY: I think it is because it is so experimental. Trial and error.

DR. WOOLSTON: The Secretary of Labor has been giving speeches during November on a human resources development program, not pinpointing it but throwing it out, as it were.

MRS. SWINNEY: It should be human resources development through job training and job opportunity, and employment.

DR. MULVEY: But you don't mean that completely, just through job training and job opportunity? It would have to bring in all the other aspects of living.

MRS. SWINNEY: Well, we are speaking to manpower training and the older worker.

DR. MULVEY: Right. But our particular topic this afternoon is counseling and supportive services, this particular aspect of manpower and training.

MRS. SWINNEY: They should be encompassed in any national program for manpower training and human resources development.

MR. SHRODER: Maybe we could make this as a general recommendation with some specifics around it.

One of the things the recorder is faced with is that we have to pin down these things that we have touched upon tangentially before the end of the afternoon so we can turn them in as consensuses of the group.

MR. FRANK: May I attempt to pinpoint a little?

Our problem was training opportunities. The range of opportunities was so small that it was insignificant and therefore was not attractive to workers, or to older workers particularly. So, if we are to make a recommendation, we should recommend that the Manpower training-retraining program be expanded to broaden opportunities and to meet something like the real needs of the people, of older people in this instance.

MRS. TURNER: Could the recorder give us back what he has taken down? That helps crystallize.

MR. SHRODER: Mr. Odell told us this noon that they have been very careful to get stenotypists so that the tendency would be for the recorders to be lazy. But, as you can see, we haven't really had a chance because you have been so busy. (Laughter)

The questions that have been raised from the floor that I think will require some kind of further action are:

1. Mr. Keyserling's recommendation of the minimum wage pegged at $2.00 an hour.

Is this something we believe in?

In the same vein, what about the increase in Social Security benefits? Is this within the purview of our group? I'm not sure.

The question about which there appears to be some difference of opinion is whether a floor should be set on earnings in jobs after completion of training programs so that the income is not reduced subsequent to completion of training.

Then there is the question of the importance of counselor training and how this should be done, the matter of standards, perhaps the integration of Mr. Ziegler's point about economic education into this at some point.

And then the general recommendation that wejust had a few moments ago about the need for the modernization of the entire Employment Service structure to get across-the-board planning and involving counseling and supportive services, sheltered workshops, ét cetera.

These are the questions that have been raised thus far in discussion that the recorder has heard. If I have missed any, please fire them back to us.

MRS. SWINNEY: Would you please put "employment in the public service sector" as one of the "etceteras ?" It's not to be limited to just sheltered workshops. That serves the needs of certain individuals, but there is the broader nationwide need for training of personnel who need jobs and can work in something in the big field of the public sector of our modern life.

There are jobs that go unfilled now because there are no wages to pay them, and there are no people to do them. Nursing aides, welfare aides, hospital aides, and all of --

MR. SHRODER: Wouldn't this be a separate recommendation apart from the modernization of the Employment Service?

MRS. SWINNEY: No. It's the total comprehensive planning of the employment of people. But I just didn't want you to drop that off after sheltered workshop and say"etcetera," because it's too important.

DR. MULVEY: Now, what about the $2.00 minimum wage? How many feel that we should go on record as supporting a $2.00 minimum wage?

MRS. BROWN: May I speak to that a minute, Dr. Mulvey, since I initiated it? What I was trying to say before is I believe too many of us are falling into the trap of succumbing to "word fact," in terms of Galbraith -- that because we think something and we have heard something stated over and over again that it necessarily is true.

I believe very firmly that most of us are not captains of our own destiny, that we are very small, insignificant parts of the total picture of economic growth in this country which responds to massive motivation at the Federal level but is not very responsive to this eyedropper approach which we are using in terms of the elderly in terms of employment problems, in terms of the problems of unemployed youth, in terms of our educational deficiencies across the board.

I believe, therefore, if we are concerned about this particular problem of a need for a more effective retraining, job finding and counseling for any segment of the employable population, we cannot think of that without reference to the fact that opportunities will exist in direct relationship to the economic pressures that are exercised by Federal legislation.

I don't want us to be fighting the law war, which is what I think we are doing. The cultural lag that somebody referred to is always going to be with us.

I feel that we simply cannot look at these things, worthwhile as they are, important as they are, without reference to a much, much larger picture.

DR. MULVEY: Yes?

MR. JOSEPH P. BRENNAN (Assistant to the Director, Research and Marketing Department, United Mine Workers of America, Washington, D. C.): The people I represent make a great deal more than $2.00 an hour.

I listened with a great deal of interest to Mr. Ziegler. I must say that I disagree with him. We deal with employers on a very practical basis. We generally agree with the employers with whom we have dealings. But we find that our ability to wrest or to secure from employers a reasonable wage level is directly dependent upon our strength at the bargaining table.

Now, we haven't had a strike since 1950. We had a great many before 1950. As a result of this turmoil, if you will, we feel that our membership, because of their united strength and because of their ability to hire economists like myself, are able to get a fair deal.

But there are millions and millions of Americans who, because they are small, insignificant, without an organized pressure group, if you will -- because that is what I represent, an organized pressure group -- are not able to get from their employers, either because the employer can't or won't give it, enough income to sustain themselves in a reasonable standard.

And I say that because of this inability or unwillingness we as a nation are going to have to face a very crucial question. That is, are we going to allow millions of our citizens to exist in conditions which are not compatible with our present affluence?

Now, there was a great deal of discussion here today, and it centered largely, as I gathered, in metropolitan areas, in cities, Philadelphia, Portland, Oregon; Denver, Colorado. But you know there are hundreds of thousands of men in West Virginia, in Eastern Kentucky, in Tennessee, in Southern Colorado who are also living in poverty, who also need training, and who also are at the mercy, if you will, of the marginal employer and who are unable -- because they don't have the strength, because they don't have people like me who can go in and talk on a par with employers -- to get for themselves a decent wage level.

I know men in Tennessee today, right now, who are working in coal mines, and they are getting paid, maybe if they are lucky, 75 cents an hour. That's if they are lucky.

I say that this is wrong. I say it is wrong economically. I say it is wrong socially. And I say it is wrong morally.

I think personally that any group of "do-gooders," as Dr. Galvin would suggest, cannot do anything except to go on record for a $2.00 minimum.

But, more importantly -- more importantly -- they must do everything that they can, both here and in our various activities, to give these people an opportunity to participate in a meaningful sense in the economic life of this nation.

Mr. Ziegler and I, I'm sure, would have many things on which we would disagree, but there is one thing I think that we are in basic agreement on. Dr. Galvin referred to it also. That is that generally -- generally -- a person in this nation wants to participate, wants to work. The problem generally, when he does not work, is not of his own making.

Twenty years ago a coal-miner, if he had a strong back, could earn a good living. Today that is no longer true, because we have changed production methods. We have changed the method of mining coal. But the pride and the desire to work are still there. Unless we can keep it there, we as a nation are in very, very serious trouble.

So that really what I am suggesting or really what I am supporting is, number one, yes, a $2.00 minimum wage, but, number two, let's give to these people the type of services, the type of counseling, the type of medical care that they are going to need and that really we as a nation are going to need to maintain the type of growth we have.

DR. MULVEY: This gentleman back here.

MR. JACOBY: I'm William Jacoby, Director of Project for 50's, OMPER Project, Cleveland, Ohio.

I always hate to tackle economists. (Laughter)

The $2.00 an hour deal here I am all in favor of except for one thing: When you take the minimum wage for any job which is being performed and say it is not worth $1.25 an hour or $1.50 an hour, that it is now worth $2.00 an hour, what happens to the fellow who is making $2.00 an hour now?

Are you going to say this fellow is now worth $2.50 an hour? That the fellow that makes $2.50 an hour is now worth $3.00?

We start to get into some kind of economic spiral.

I am afraid I am still a great believer in those things which are fairly basic, and that is that levels will tend to seek their own levels. Synthetically you can't do some of these things. It won't work. And historically this has been true.

If a man is highly skilled, he is going to be paid at a highly skilled rate. If he is completely unskilled, he is not going to be paid at that rate. And I don't thing that synthetically you can put him there.

DR. MULVEY: Well, I don't think that it is unanimous one way or the other. (Laughter)

I would like to ask, just in the interests of time, who among the group disagreed with any of the recommendations made by the panelists up here? If you don't disagree, then may we include the recommendations that the panelists made?

This gentleman over here.

MR. C. F. ESHAM (Division of Adult Education, State Department of Education, Frankfort, Kentucky): I would like to make a remark and a comment relative to supportive services.

The requirements for employment in our State mostly are high school credentials. There are no funds through which adults who are now unemployed can continue their education and receive their high school credentials.

I would like to move, therefore, that we recommend that this be made possible through Manpower Training or some other source of funds.

MR. HARRY J. KELLEY (Executive Director, Michigan Commission on Aging, Lansing, Michigan): Second.

DR. HARVEY HERSHEY (Michigan Commission on Aging, Lansing, Michigan): I have a job in Michigan, similar to Mr. Esham's. This is the first year that Michigan has had such State aid for a person over 20 years old. As of right know I don't know of anyone else that has this. But it has doubled or tripled our enrollment of people seeking diplomas or high school credentials thus far. This is the first year. It is very difficult to tell what will happen.

Also under Title II(b) of the Economic Opportunity Act this is a goal that is being sought right now.

Since we have implemented this already, we have been asked to try to take a leadership role.

MR. ESHAM: We have approximately 7,000 in the State of Kentucky that are trying to pay their own way, and there are 100,000 that can't even dig up that much money, to pay for getting through high school.

DR. MULVEY: Why hasn't Kentucky gotten into the Economic Opportunity program under Title II(b) which will pay 90 per cent of the costs of educating people up through the eighth grade?

MR. SHUTES: That was a very touchy question.

MR. ESHAM: We have 10,000 enrolled in that program now. We could have 25,000 more if we had enough money.

DR. MULVEY: That's true across the country. But I'd like to take it a step further and suggest that high school equivalency training be included under Title II(b), because so many jobs require high school diplomas, and there is no help for that except what the State and/or community gets up itself. Or, what can be provided under Title II(a) of the Economic Opportunity Act?

MR. ESHAM: That's right.

DR. MULVEY: Title II(a) to a degree will offer some help.

MRS. TURNER: Title V will give you money.

DR. MULVEY: Yes. That's under welfare.

MR. ESHAM: We have that program, as far as we can get it together.

DR. MULVEY: That is under welfare; but somebody has to provide the educational opportunities.

MRS. TURNER: You purchase it.

DR. MULVEY: Yes, from the existing programs. But if they are not existing, they can't purchase them.

MR. ESHAM: That's the supporting services I'm talking about. Public schools will gladly do this. We are doing it now.

DR. MULVEY: Yes, if they can.

MR. ESHAM: To a minimum degree.

DR. MULVEY: The public schools pick up 10 per cent of the cost; and this sometimes is difficult.

MR. ESHAM: That is the Adult Basic Education. We get that on a 10 per cent ratio. For the high school, we do not get other than II(a) funds.

DR. MULVEY: Title II(a), that's right.

MR. ESHAM: It's rather hard to get those projects approved.

DR. MULVEY: Yes, it is. But if the high school equivalency were included under Title II(b), it would be much easier and more people might be served.

MR. SHRODER: Should that be the recommendation? That Title II(b) --

DR. MULVEY: Does anybody object to that recommendation namely that Title II(b) include high school equivalency up to the 12th grade?

Mrs. Brown?

MRS. BROWN: I'd like to tie that in a little bit more directly with the needs of the elderly by stating that this kind of program, which increases people's basic literacy skills and verbal skills, is of enormous importance in relation to what they're going to do when they have become employed and have been then dropped and retired at 65 and are seeking for something meaningful to do with their time.

Now, I would suggest that by the time these people who are in their 20's and 30's reach 65 our work force will have shrunk by a very considerable degree, and people will be being lopped off at both ends of the age spectrum. It's going to be important for people to learn to become adapted to a leisure society.

They are going to be more easily able to do that if they have verbal skills.

I would like to predict that it will be proven at some point that the degree of disorientation that is experienced by many people, especially the older age groups, is directly related to their capabilities in use of verbal skills and abstract thinking.

MR. ESHAM: It seems to be a waste of time and funds to get people through the fundamental grade levels, such as the 8th grade, funded under Title II(b), and then drop them. Because the employer won't pick them up unless they have vocational skills and/or high school completion.

DR. MULVEY: Particularly high school completion.

MR. ESHAM: Right.

DR. MULVEY: It isn't too difficult to recruit adults for the high school equivalency program. It is very difficult to recruit them for the 8th grade.

MR. ESHAM: It is a stampede for high school. They simply walk in over us if the doors are open.

DR. MULVEY: Are there any other suggestions or recommendations?

Yes?

DR. HERSHEY: Well, I agree that the high school program is essential. But we are not meeting the needs of the people who fail to have an 8th grade equivalency.

Now, it is easy to say 90 per cent Federal funds, but it isn't 90 per cent. In Michigan it is 25 per cent. And we are asking the school districts or the local people to contribute 75 per cent because we are not getting enough money to properly operate a program of basic education.

And there is a stampede. We have seen the stampede, because we do have State legislation that allows for additional State aid for people seeking the high school diploma.

But one of the difficulties is the problem of doing a good job with the fundamental, basic education before we get too involved in the easily motivated people who will stampede to get a high school diploma.

We have to go out and recruit and work very hard to really get the hard-core illiterate.

DR. MULVEY: Well, then, you would recommend we improve the Adult Basic Education?

DR. HERSHEY: Right. The basic education has to be adequate before we can really start diverting some of this money toward the secondary program.

MR. SHRODER: We started out by saying, as I understand it, that we needed a program which would fund beyond the basic educational level, and now we have moved around to saying we need to improve Title II(b) not only to include high school equivalency, but also to be broader at the basic education level.

May we add to this, or would it be acceptable as far as the panel's report is concerned, to say something to the effect: "...or other appropriate Federal funding program?" That is, in case somebody else thinks the Economic Opportunity Act is not the place to lodge this?

MRS. TURNER: Don't tag it just one thing -- high school equivalency. Because there is a vocational education need too.

MR. SHRODER: Something like "meeting basic requirements or standards" or something?

MRS. TURNER: That is what I would make it.

DR. MULVEY: We are not talking about vocational education when we are talking about the 8th grade equivalency and the high school equivalency. There are other programs for vocational education.

MRS. TURNER: There's not enough money in those. But I think if you move your person -- and this we have had experience with -- from basic education to high school equivalency, then they need something beyond that by way of education of they are going to be successful and go out and really get a job.

DR. MULVEY: The reason that the suggestion has been made that the high school equivalency be tacked on to Title II(b) is so that it would be more unified. You can move the person more readily; because the one who would be administering adult basic would likely be taking care of the high school equivalency program; and this would provide more continuity.

As it is now, we have one person running Title II(b), 8th grade equivalency program; and for the high school equivalency program under Title II(a) a different group is involved, because that has to be operated by the local school department through the local Community Action Program unit.

The adult basic under Title II(b) is operated by the local school department and through the State unit. You don't always have the same person in the one community handling both programs.

The Adult Basic isn't working the same way across the country. It depends on the State plan. Each State had to submit a plan to the Office of Education. Then the communities follow the State plans.

MRS. TURNER: In Maryland, the local departments of education operate the basic educational program and the high school equivalency.

MR. ESHAM: We do in Kentucky, but we don't have funds for the high school level.

MRS. TURNER: That's right.

MR. ESHAM: That's where we are having trouble. We can't get a man a job unless he has a high school credential.

DR. HERSHEY: This is what we are asking for in the motion or the recommendation.

MR. ESHAM: Yes.

DR. MULVEY: If you have high school equivalency under Title II(b), you can expand the high school equivalency program. Relatively few people are getting high school equivalency under II(a) because EOA has limiting eligibility factors.

DR. HERSHEY: One additional comment that was made by the Recorder. Maybe this doesn't belong under the Economic Opportunity Act. Personally, I don't feel that it does. I would love to see it some place else, possibly in something to do with education or anywhere other than where it is.

DR. MULVEY: Except that most of your undereducated are also poor.

DR. HERSHEY: Most. There is a high correlation, but that doesn't mean it would miss them either way.

DR. MULVEY: I know that. But I don't think we are going to get it shifted from Economic Opportunity.

DR. HERSHEY: This is probably the best chance of getting it.

MRS. TURNER: To get back to that first recommendation, you see, there would be community planning, national planning to look at what is needed by way of services, be they educational, be they employment, be they casework, be they psychotherapy or health, to look at what is needed not only to correct the existing problems but also to prevent the problems from occurring.

DR. MULVEY: A multi-disciplinary approach, an interdisciplinary approach.

MRS. TURNER: Interdisciplinary -- Correlated and coordinated.

MRS. BROWN: While we are dreaming of a brave new world. I'd like to put in a pitch for much more uniformity throughout the country -- through Federal fiat if necessary -- to get rid of this patchwork quilt we have of State plans, which provides a great deal of inequity for citizens in this country dependent upon what State they live in.

MRS. TURNER: So true. That's what Keyserling was getting at -- the basic income.

MRS. BROWN: We get tied up in the shibboleth of local autonomy which has become outmoded and which we should discard.

DR. MULVEY: Local autonomy is democratic process.

DR. HERSHEY: It's very inconvenient in many cases, but I still think that as far as education goes the people have the right to dictate what they feel they need and what they want to supply.

I can see no reason why Michigan or any other State should have to change their education policy just to make it uniform.

Well, the State plans are based on certain guidelines that are published by the Office of Education for Title II(b). The plan has to be administered through the State Office of Education.

DR. MULVEY: And it is not compulsory.

DR. HERSHEY: That's right. It has to be administered through the State. If the State has a board of education that controls the rest of the education, there's no problem. However, if each district is autonomous, they have to apply within the State plan, which complies with the Federal plan.

DR. MULVEY: Right.

DR. HERSHEY: So there is a certain amount of regulation that is implied. But this is the thing that people are afraid of as far as Federal control or Federal aid goes right now.

Federal aid is here to stay in the schools, but you are still not going to convince many people that the Federal government is not going to keep sticking their fingers in and dictating to them what they should do for their own schools.

MRS. BROWN: Let's start now then. (Laughter)

DR. MULVEY: On this multi-planning, interdisciplinary, coordinated action that you are suggesting, would the group agree for the recorder and myself to handle the wording? I don't think we will ever reach a consensus here as to how we should draw up this recommendation.

DR. HERSHEY: It's already in the Act.

DR. MULVEY: What?

DR. HERSHEY: There is supposed to be interdisciplinary planning.

DR. MULVEY: Yes, in this Act. But the suggestion was that there be a "super-duper" kind of planning program put into operation at the Federal level.

Now, do you have any suggestions as to who should do this, what organizations? Should it be governmental or non-governmental, private? Who should head up this kind of unit? To whom are we going to give this charge? The National Council on the Aging?

MRS. TURNER: It seems to me to be broader than limiting it to one group. I would see no reason why you couldn't have at the Federal level a Planning Commission.

DR. MULVEY: I see.

MRS. TURNER: Planning commissions then would be channeled down to State levels and local levels. And I would not be a person who would say that John Smith had to do the same thing that Mary Jones did.

DR. MULVEY: Like a Federal Council. But we are supposed to confine ourselves to this age group 45 to 65. But we can't do this really without doing something to help in preparation for this life-stage.

MRS. TURNER: That's right.

DR. MULVEY: Does anybody have other comments?

MR. FRANK: This is strictly relating to the planning? How about implementing this program? This is where they all fall flat. And I think you had better put that in there to begin with or you will fall flat too.

DR. MULVEY: Well, training of personnel to run these programs.

Thank you very much.

The session is adjourned.

(Whereupon, at 5:15 p.m., the panel discussion was concluded.)

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Panel and Workshop V

NEW FIELDS OF EMPLOYMENT AND VOCATIONAL TRAINING FOR OLDER WORKERS

The panel was convened at 2:00 p.m., Monday, January 17, 1966, Mr. Lawrence O. Houstoun, Jr., Associate Director, New Jersey Office of Economic Opportunity, presiding.

MR. HOUSTOUN: Ladies and gentlemen, we will get started three or four minutes late if I can coax those of you in the last three rows to come up forward.

This panel is intended to deal with the question of new fields of employment and vocational training for older workers. And in the absence of any instructions to the contrary, I would, first, like to emphasize the modifier "new" fields; secondly, to indicate that "employment" means the creation of employment as well as the utilization of existing employment opportunities; and, third, to indicate that I take the words "vocational training" in their broadest generic sense, not to be confined to any special kind of vocational training. I am going to ask that the members of the panel regard this in the sense of occupational training -- that is to say, all kinds of training needed to prepare an older person for employment which will make him or her independent.

Our focus is on the worker over 45. We are talking about those people who "need" employment as opposed to those who prefer to engage in useful activities, although income is not a necessity with them. That affords us still a very broad area for discussion. I think we ought to reflect for a moment that, even with the current tight labor market, the problem of employment and training opportunities for those over 45 has not vanished. A great deal more needs to be done.

We would like to focus today on that which is being done very, very well and therefore should be adopted more widely throughout the nation, that which is not being done at all and ought to be investigated or implemented, and those things which may be in process but which need improvement.

I remind you too that one of the objectives is to develop a series of resolutions which will present the consensus of the participants at this NCOA meeting and thus to attempt to shape public policy, administrative practices, and possibly research.

I think that we should remember that there are a lot of new tools in this field today. I am not sure that we will necessarily get at them all today, but I think the participants on both sides of this table should recall that there are opportunities for older workers under the Economic Opportunity Act, including the sections on adult basic education. There is something called Title V, work experience programs for needy heads of households, which sometimes includes persons over 45. And there is the amendment introduced by Senator Gaylord Nelson which authorizes the United States Office of Economic Opportunity to create employment opportunities -- I emphasize "create" employment opportunities -- for those persons -- and I have to paraphrase this -- who are in effect chronically handicapped for employment purposes.

So there are some new resources beyond those that come more or less through the channels of HEW and Labor Department and labor and management. I'd like to focus on those new activities today, because this is not a conference, NCOA promises me, which is going to be retrospective, except insofar as that may serve the process of effecting worthwhile change for the future.

Let me suggest that we keep in mind, panelists and recorder, these three basic questions:

> What principal new developments in employment and training do we feel deserve greater application on a national level?
>
> Second, what is the principal unmet need of the older worker?
>
> And thirdly, what major steps should be taken to meet that need, and/or to implement that worthwhile new development referred to in No. 1?

We have with us today from that irrefutable source, the Bureau of Labor Statistics, Mrs. Maxine Stewart, of the Occupational Outlook Branch. I am going to suggest that she serve to keep us from error in our generalizations about the labor market, the occupational spectrum, the age of those who are doing well and those who are not doing so well in the labor force; and at the conclusion of the general presentations by the four speakers, that she make such observations as she thinks would be pertinent from the standpoint of the Bureau of Labor Statistics and the whole outlook as the older worker faces the labor market.

With that I would like to introduce Lane Ash, Director of Program Services, Division of Vocational and Technical Education of the United States Office of Education.

Mr. Ash is going to talk about new training opportunities for older adults, and he is going to put the emphasis on the first word "new."

MR. ASH: Thank you, Mr. Chairman.

Ladies and gentlemen: Bearing in mind your rules of the game, I feel it would be helpful to explain some of the older practices from which we may have a lot to learn when it comes to training the older worker, as background for understanding some of the new opportunities that exist and will come into being.

Perhaps you know that over the years since the enactment of the very first piece of vocational education legislation, there have been always more adults and out-of-school youths enrolled in vocational educational programs than were attending secondary school preparing for an occupation. This continues to be so, and some of us believe that the ratio of older to younger enrollees will increase.

Well, a number of things have been learned from these experiences. One is that many persons in some of the programs of vocational education -- by "some" I mean in agriculture, for example, and trade and industrial education -- have gained a great deal of experience in working with adults in the training-learning situation. A case worth reporting, I think, from which some lessons may be had, strangely is to be found in the field of agriculture. And there is something new about this. Within the last five years there has been a shift in emphasis in the training of what we call adult farmers, of whom there are about 200,000 age 45 and older currently enrolled in vocational education programs, evening school generally, throughout the United States. Earlier the emphasis was on application of scientific principles to farming, such as the selection of proper fertilizers and insecticides. But today, in a shift that has an interesting basis, the emphasis is on training working farmers and farm owners in farm management and in farm equipment acquisition and maintenance. Interestingly, it is believed that only about 25 per cent of all farmers maintain adequate records of the business enterprise which they conduct. And the Internal Revenue Service is now pressing them for better supporting evidence on their tax returns, so there is some motivation for adult farmers, age 45 and up, to learn in a formal training situation, how better to do this. And in the interest of promoting this program, our Office has published a small manual which is a suggestion for a training program in farm business management.

Anyone who has had the experience of training foremen in industry over the years knows that generally about half, and sometimes more than that, of the foremen who are assembled to learn how to become better supervisors, are adults 45 years of age and older. We believe that presently there are about 50,000 of these who are on somebody's payroll, who go to class at a time when they are not otherwise engaged in the occupation for which they are hired, to learn either to be supervisors or to become better supervisors in industry.

Another area in which we have some experience on which to draw is in the health occupations, which I guess we all agree is going to be one of the most rapidly expanding occupations in our broad spectrum of work. Some 275,000 persons are now employed as practical nurses. By far the majority of them are 45 years of age. I don't have data on the number now in training who are adults. Most of them are very much younger people. But a recent study conducted by the National League for Nursing would indicate that about 10 per cent of a nationwide sample are over 45. And one of the interesting findings of this study is that age is no deterrent to success in the training program.

Something new is to be found in an Illinois city where a steel plant has undergone modernization. With the help of the school authorities in vocational education, this particular company is providing training in its own facilities and on company time for maintenance and operating personnel. It now becomes necessary for such people in the steel mill to know something about metallurgy. And in order to acquire this information, they have to know something about chemistry. And in order to succeed at that, they must know something about mathematics -- at least the company and school authorities have reasoned it this way. Therefore, courses of this kind are being given to adults in order to permit them to remain on the jobs that they now have in a plant that is modernizing.

I suppose we all agree that most people, including those of us who are here, must commit themselves to continuous self-improvement just in order to hold the jobs they now have. One Civil Service authority stated a little over a year ago at the commencement of a program which I was privileged to take on company time, "I forecast that within 15 years everybody in this room will spend up to 25 per cent of his work time in a school situation, just enabling himself to remain current about his present occupation."

And you know Harold Clark of Teachers' College, Columbia University, investigated the amount of company-sponsored training for adults and found this was in enormous proportions, and he concludes that those up to 65 at least must have organized for them appropriate training activities in order to enable them to function effectively at their work.

Of course, another and more important aspect of older worker training is the retraining of older persons. I think we know very little about this, or relatively little. I didn't hear Dr. Belbin this morning, but I was with him at a conference a year ago, and I am going to quote as I took the words from the report he presented to us at that conference, when he said, "Knowledge of and experience in the training of middle-aged adults is still very sparse."

Perhaps you know who Dr. Hilary Clay is, a British woman who has done considerable research, or at least supervision of research in the training of older workers. She said recently, "There are some general characteristics of work that are unsuitable for older people, but much detailed study needs to be done before routine methods can be formulated for modifying work to suit older people." She goes on in the vein that we have a long way to go before we know best how to motivate, select, counsel, train, and place older workers.

We have some facts about training programs for these folks. The only one I can cite specifically concerns the Manpower Development and Training program, because in that program the record-keeping is first-class. We in vocational education haven't quite innovated in the manner we might hope. We hand-tabulate our data, and it is late. Anything I have said about numbers up to now is the best estimate I have been able to obtain in conference with my colleagues who travel about a great deal more than I and know what is going on. But the Manpower Development Training program records indicate that the total number age 45 and older represents 10.4 per cent of the total trainees reported in that program, and this is 24,314 persons. Surely there must be some experience to which we can turn to assist us in working out some of the things that our chairman has asked us to do before we leave today.

There are other evidences. One, so new that it hasn't started yet, involves me personally, culminating two years of work with the authorities in the great school lunch program. This involves the American School Food Service Association, the Department of Agriculture headquarters here in Washington, and many State personnel, both in vocational education and in operating the school lunch program itself. We are planning a conference early next month, really a planning conference, to determine ways we can work jointly -- the Office of Education and the Department of Agriculture -- to assist in determining what the training needs are in the development of instructional materials that are appropriate to the various kinds of workers employed in the school lunch program; perhaps to develop some suitable methodology for training these people. I dwell on this because it is a huge labor market. There are 250,000 people employed in schoolhouses throughout the country to operate the school lunch program, and far more than half of these are over 45 years of age.

Up to now, each State has had its own way of providing this specialized training. Some States have done very little; some have worked closely with vocational education authorities and have developed some instructional materials. But for an organization that hires 250,000 people with an annual turnover of up to one-third, there are no generally agreed-upon training materials, training sequences, or training methods. And I think this would be a suitable example of a new activity which focuses much of its effort on the older worker.

One reason vocational education of older workers has lagged somewhat is that until two years ago the law itself did not take into consideration today's needs for training older workers. When I say 200,000 adult farmers, 45 years of age and older, are in training, the law provides for this type of training for persons who are already in the occupation.

Now, under the Vocational Education Act of 1963, there is no such stricture. Training and retraining are authorized for all persons of all ages in all communities of the State. In an earlier day, such training was in particular occupations, some of which I have mentioned. Now training and retraining can be given for any occupation which is not declared by the Commissioner of Education to be professional, and which does not generally require the baccalaureate or higher degree. So there are no avenues, no areas of need, which cannot be met in the training of older workers under the authority of the Vocational Education Act of 1963.

Some of the activities which you may wish to consider are:

First, training programs per se. Courses can be organized which are specific to the needs of older workers, as this need is developed jointly by the school authorities and those of State Employment Security agencies.

The law provides for the expenditure of funds for ancillary services, as we call them. These are the development of instructional materials, teaching aids, for the preparation of teachers and of counselors whose training may need to be specific with regard to the needs of the older worker; for improved State supervision of such programs; and for program evaluation, continuous program evaluation.

And this is new -- authority to do business of this kind.

The third provision of the Act which is of interest is that which concerns research and demonstration. Section 4(c) of that Act provides that 10 per cent of any appropriation by the Congress -- and that this year is over $17,500,000 -- shall be withheld for the Commissioner of Education to make grants to institutions and agencies of particular kinds for research and demonstration purposes. Naturally before I presented myself to you I checked in the best way I could to find out what research proposals have been approved and are now underway regarding the training of older workers. There are none. This is brand-new and possible.

I don't intend to be impertinent when I say this, but in speaking to groups who have particular needs, as some of you do respecting programs for the training of older workers, here is a law that is coming to be better known. We are in the telephone book, but we don't know who you are and what your needs are for the training of older workers -- I have told this to trade associations and groups of manufacturers, and say, "We would welcome your overtures to us in an effort to have developed some programs that are specific to your own needs" -- in this case the training of older workers.

Thank you, Mr. Chairman.

MR. HOUSTOUN: Thank you, Mr. Ash.

If I may, just for the purposes of record, I'd like to emphasize a couple of your points. I think the opportunities that exist for job creation in connection with Federally-funded programs was well-illustrated by the school lunch example. Did you say a quarter of a million?

MR. ASH: A quarter of a million.

MR. HOUSTOUN: A quarter of a million people, of whom one-half are already over 45. I think this is an important illustration. No single example should get us too enthusiastic, but it is an illustration of the kind of thing we can look for in terms of new employment opportunities.

I think the other thing we should point up here, because we are looking for issues in this discussion, is the relative lack of data regarding the way in which training programs are meeting the needs of the older workers. The availability of data in the MDTA program tends to point up the fact that so many of the other programs are decentralized and do not have statistics. I mention this because I think NCOA should get in the business of keeping a running box score on the way some of the various public programs are meeting the needs of older people and obviously the only way we can do that is to put pressure on to keep some records. I know the public people would like some help in this because I know people like Mr. Ash would like to know better about the characteristics of these trainees and what is happening to them.

I'd like now to introduce Dr. King who comes to us as Asssociate Professor of Child Development and Family Life at Iowa State University. Her subject is "Oklahoma's Statewide Homemaker Services."

DR. KING: Thank you, Mr. Chairman.

A plan to develop and organize visiting homemaker services in small communities in Oklahoma was begun July 1, 1962, by the Family Life Institute of the University of Oklahoma, in cooperation with the Oklahoma Department of Public Health. This project was given financial assistance through a grant from the National Health Services. The project may be objectively viewed as an experiment in vocational education of older women. It was an ambitious project which included community organization and development, teacher selection and preparation, construction of specialized teaching materials and tools, State and community publicity, recruitment of trainees at the community level, organized classes for trainees and evaluation processes.

A committee of specialists from the sponsoring agencies selected 100 small communities in Oklahoma for participation in the project. (This number was later reduced to 20). These communities were selected on many criteria, but the chief criterion was that they have a qualified vocational home economics teacher who would be willing to receive special training and return to teach a visiting homemaker service class in her own community. Teachers and communities were selected early in the beginning year, and one of the first tasks of the project staff was that of communicating the idea of visiting homemaker services to the leaders of the selected communities. This was not a small assignment since Oklahoma does not have established agencies offering visiting homemaker services. The idea was relatively unknown.

A visiting homemaker service is defined as a community service sponsored by a public or voluntary agency that employs personnel to furnish home help services to families with children, the convalescent, the aged, the acutely or chronically ill and disabled persons. Its primary function is the maintenance of household routine and the preservation or creation of wholesome family living in times of family crisis or stress. This was the idea that had to be interpreted to the communities and used in recruitment of the trainees, and it was most important that the image of the visiting homemaker be given as that of a mature woman trained in all phases of family management. These concepts were presented through a series of newspaper articles, information letters and bulletins sent to community leaders, and through organization visits by the project staff to the selected communities.

In order to secure cooperation of the participating communities it was important to clarify and interpret the objectives of the project, explore methods of sponsorship in developing homemaker services, provide a method of insuring an increasing supply of persons available to provide homemaker services in a community and create a meaningful, worthwhile occupation for a large group of typically unskilled women, thus returning them to the labor force and providing them with a more self-satisfying way of life.

After teachers and communities were selected by the sponsoring agencies, the task of community development was begun. Staff members from the Family Life Institute, University of Oklahoma, worked with each of the selected communities. A community awareness program was begun through a series of newspaper articles, educational TV programs, radio spot announcements, personal information letters to community leaders, and organizational visits in the communities.

It is important to explain that after general TV, radio and newspaper publicity had reached the selected communities, a list of leaders was obtained for each community. Names of these leaders were submitted to the project staff by the home economics teachers, school superintendents, state PTA leaders, and extension specialists working with adult education programs over the State of Oklahoma.

The next step was to gather these leaders together and begin locating appropriate sponsorship for the training program. Each leader was mailed an information letter which explained visiting homemaker services and included a special notice stating that "his community and home economics teacher had been selected to participate in this extremely important program." A special invitation to attend a meeting of community leaders was also included. This invitation specified the purpose of the meeting, time, and location. These meetings were usually held in the public school Departments of Home Economics. The response to these invitations was overwhelming, and in all instances 90 per cent or more of the persons invited were present for the first organizational meeting. All educational materials were taken to these meetings to help tell the story. These included the following:

1. A visiting homemaker smock designed for the State-wide project.
2. An educational manual to be used in teacher education classes.
3. A copy of the certificate each trainee would receive upon successful completion of the community class. (This certificate stated that the program was "under the general sponsorship of the University of Oklahoma.")
4. An identity card that each trainee would receive upon completion of the course. (This card also carried the University of Oklahoma sponsorship statement.)
5. Bulletins explaining homemaker services. These were designed by the project staff for use in small communities where no family service agencies were available.

It should be explained that the many films and other visual materials available were not appropriate for use, most being designed to explain visiting homemaker service programs under sponsorship of agencies in large cities.

Once the idea was fully explained, it was not difficult to locate sponsorship for the classes. Many organizations volunteered. Some of these were PTA Units, Medical Auxiliary, Hospital Auxiliary, Business and Professional Womens Clubs, Town and Country Club, Mothers' Clubs, Civic Clubs, Chamber of Commerce, Home Demonstration Clubs, etc.

Now, for those of you who are social workers, I know this will worry you a good deal because it worried the social workers who worked with this program that we conducted, to think you are going to have visiting homemakers trained and prepared to serve families when you have no agencies.

Well, this is a bit of a new concept, you see. But interestingly enough it works, and today I feel real good to be in this group because we are looking at vocational opportunities, job opportunities, for the older worker without having to look specifically at homemaker service agencies.

The sponsoring organizations served a vital role in the recruitment of trainees. They used many media and methods to encourage local women to enroll in the program, including:

1. Local newspaper stories about the program and classes.

2. Local store window displays devoted to materials pertaining to the program.

3. Local radio station spot announcements.

4. Special newspaper feature stories about the teacher, her education, and preparation for teaching the classes.

5. A booth devoted to homemaker services at the local city and county fairs.

6. Many telephone calls by organization members to women in the community who might be interested in taking the classes.

7. Contacts with local welfare officials and public health officials to help locate interested class participants.

The local organizations were very effective in organization of the community classes, but the homemaking teacher was the key person. Adult education is a part of the regular job of every vocational home economics teacher in Oklahoma, and this project became a part of the adult education program for the selected teachers. Many automatic advantages ensued. The vocational home economics teacher, as a part of her regular duties, makes home visits, works with adult groups and with community agencies and is educated to a community point of view. Because of the nature of her work and her responsibilities she was aware of and able to contact many women who would be interested in the visiting homemaker program. Few other community workers would have had such professional opportunities, understanding, and broad acquaintanceship.

The home economics teachers spent the first six months developing the community organization. The following summer, they attended a graduate course for which they received credit from the University School of Home Economics, designed to help them teach the classes in their communities. Further teaching and recruitment materials were developed by the teachers during these summer classes.

Of course, there were many problems in this program in that as it was organized we had three professional viewpoints trying to see this state-wide program. We had the professional viewpoint of social work and the professional viewpoint of nursing and public health, and the viewpoint of education, professional education. And that is an interesting meeting of minds, when you get these three together. And I will rest upon my academic freedoms right now, or test them anyway, and say I think we could do a lot more in our programs today if we could get over some of our own esoteric goals, our own limited ways of looking at things. We get all involved, and one organization has vested interests and so has another, and we are so afraid we are going to step over the boundaries that we limit creativity.

Reports, submitted by the teachers after the completion of all homemaker service classes in the selected communities, showed that the total time spent on the project by each teacher varied from 32 to 200 hours, (not counting time spent in the graduate class at the University of Oklahoma) and that most teachers spent more time on organization, publicity, and recruitment than on actual teaching. Thus, the vocational home economics teachers were very important community workers and were considered as extension members of the project staff.

The recruitment method -- how we got older women in the community -- most of them older women -- to take the training -- was an interesting facet of the program.

This was the appeal: We came in under the sponsorship of the University of Oklahoma. When we met with these women to talk about the program, we took along some of our materials. We showed them, first of all, the "diploma" or certificate that each woman would receive at the end of the training period. This said, "Under the sponsorship of the University of Oklahoma you have completed thus and so course," and it was signed by one of us on the staff and also by the school superintendent and the homemaking teacher. One of the speakers this morning reported on how much the trainees liked to go to high school buildings instead of grade school. Well, we had pretty good response when adults out in communities could feel they were attending, in a way, something that was going on under the auspices of the University. So this brought them in.

One hundred and eleven women in Oklahoma received training in visiting homemaker service in 20 training classes in the 20 communities. Many classes enrolled students from outside the immediate community, so many more communities than conducted training classes now have trained homemakers. Information on age and level of school completed is not available on 17 of the 111 women. The remaining 94 fall into these categories of chronological age:

Age Group	Number
19 or under	6
20 - 30	10
31 - 40	16
41 - 50	31
51 - 60	21
61 or over	10

They fall into these educational level groups:

Educational Level Group	Number
5th grade or under	1
Grade school completed but no junior high	4
Some junior high school but no high school	18
Some high school but not graduated	23
High school graduates	33
Some college but not graduated	11
College graduates	4

The trainees studied the following topics: The Nature and Purpose of Homemaker Services; The Homemaker and the Contemporary Family; Understanding the Aging Person; Care of the Invalid and of the Semi-Invalid Patient; Food and Nutrition in the Family; Understanding and Care of Children; and Management of the Home.

The teaching methods included lecture, demonstration, film, discussions, and field trips. Most teachers invited community specialists such as doctors, nursers, welfare workers, health personnel, and employment supervisors to help with the teaching of the classes, and the syllabus developed by the teachers proved to be a most valuable aid.

In the training in care of the invalid and semi-invalid patient, we didn't give them the LPN training course or teach them to give hypodermics but did teach them to give bed baths, and this was a source of concern to various professional groups because they were sure we were going to do something with training that would upset the whole service area.

But the private physicians who employed these women, hospitals too, were very glad to have them and nobody seemed to object to the fact that they had learned to do a little bit of home nursing and care of the sick. And this was of course one of the greatest needs of families, at least in the communities we were serving.

Teachers were free to offer classes at times and places appropriate to the needs of the community. Most classes were taught in the Homemaking Department of the high school building, but some were offered in churches and in County Health Department offices. Twenty hours of class time was recommended as a minimum, but most teachers reported that they spent 30 or more hours in actual teaching time.

A survey of trainees reported that the unit or lessons on care of the invalid and semi-invalid patient was the most helpful information they received. The next most valued topic was that of nutrition. The least valued was that of understanding and care of children.

At the end of the first year, 21 per cent of the women trained had been employed. A recent survey of teachers and sponsoring organizations reports that all trainees who wished employment have had "dozens of offers." There is a far greater demand than the communities can supply through the classes that were offered. Ten teachers reported they are planning to offer a second training class.

Some of the trained women are working as individuals employed by families, and in cases of family illness, they are supervised by private physicians. The Oklahoma State Employment Security Commission has reported an increase in openings for homemakers as awareness of their availability increases. Others who completed the training have been employed in nursing homes. Others are using their knowledge to look after an aged parent or grandparent in their own homes, thus freeing a few hospital or nursing home beds. A few do this work on a 'good neighbor' volunteer basis.

In the end, these were the principal project findings:

1. Vocational home economics teachers were extremely important community workers and were considered as key members of the extension staff of the project.

2. A university as a respected educational institution, has, for the execution of some varieties of programs, opportunities that are unavailable to other State agencies.

3. Teachers who developed recruitment and teaching materials had the more successful training classes.

4. The more rural the community the greater the response and the attendance at the community leadership organization meetings conducted in the first year of the project.

5. Teachers who had lived in communities many years and are regarded as belonging to the community had the greatest success in developing and teaching classes.

6. Older (chronological age) teachers experienced greater success in the development of their training classes and programs.

7. Communities that had sponsoring organizations composed of social status leaders and representatives of social, health, and welfare agencies were most successful in developing successful programs.

8. Local County Health Departments serve as major resource aids in community development and in resource teaching in training classes.

9. Greater results were achieved when leaders from two or more small communities met together for the initial community development work.

10. Local visiting homemaker training classes were more likely to be successful when two teachers worked together in conducting these classes.

It is believed that many communities and cities can offer this type of training to prepare older women for work in this extremely important area of family service. The results of the Oklahoma Project would suggest that such organization and training will be more successful if offered under the auspices of a college or university. The continued appeal of "specialized training" needs to be made in all publicity, recruitment, and training endeavors. Homemaker Service employment has special appeal for the older woman in that it allows her to work for certain periods of time without accepting full-time continuous employment. This time arrangement allows the worker to have periods of the year when she is free to visit her children, do her gardening, or take time off for personal sick leave. It is a vocation that seems to provide many opportunities for the older female worker.

MR. HOUSTOUN: Thank you very much, Dr. King.

If I can point up a couple of your remarks for the benefit of our summation, I think that it is important that we consider some of the special problems of rural areas where there is a disproportionately greater number of older and poorer persons who need employment.

You have noted some of the jurisdictional problems which have led us to become increasingly program-oriented and perhaps not so people-oriented, and which in turn assumes the solution in advance or assumes the sponsorship in advance. The emphasis you put on community-based programs is important. One of the important products which I trust will go beyond OEO's community action programs is this people-oriented, family-oriented, community-oriented search for solutions as contrasted with some past practices.

One other point you alluded to briefly which I hope we take some notice of in the final summary is the importance of assuring that when we invest public funds in training people for occupations that require relatively short periods of training, we should insist that those employers who are the beneficiaries of this training reflect the increased productivity represented by the training in increased wages.

I saw too much in the early days of ARA training where the hospital was perfectly willing to employ the trained nurse's aide but was unwilling to pay even a nickel an hour more for the increased productivity represented by eight, 10, sometimes 16 weeks of publicly sponsored skill training.

I also would like to direct your attention to a consideration of a number of employment and training programs for older workers which in the past three years have been sponsored by the Office of Manpower Planning, Evaluation and Research in the Department of Labor. You will see in your program on the last page Miss Augusta Clawson is listed as Chief, Project Service Branch, Office of Manpower Planning, Evaluation and Research, OMPER. Miss Clawson has a great deal of information on the experimental and demonstration manpower programs -- I think some dozen or more -- which OMPER funded and many of which the National Council on Aging helped to organize.

We have another resource with us today in the back of the room, Dr. Robert McCan from the United States Office of Economic Opportunity, and I hope he will feel free to make some comments at the conclusion of the panel.

Finally, I commend to your attention the book -- "New Jobs for the Poor," by Reisman and Perlis, which talks about the great need to develop the intermediate non-professional or sub-professional jobs in the public sector and in the private.

And now, I am going to call on Miss Eleanor Fait who is the Older Worker Specialist of the California State Employment Service in Sacramento. Her subject, "The California Innovations." Miss Fait.

MISS FAIT: The California innovations can best be described as actions to translate the mass of new information in the geriatric field into specific projects to improve the employment opportunities for older workers. We are doing this in three ways: by Policy, Program and Legislation.

1. Policy

In 1964, we abolished from our California State Employment Service operating policy the concept that there are any "bona fide occupational qualifications" in a job having to do with age; in other words, the concept that age and ability to perform a task are neccessarily related. It is true that this phrase, "bona fide occupational qualifications", appears in all the legislation on age discrimination, including the California law, as well as the Presidential Order on age discrimination.

But this phrase sounds somewhat different to the people on the hiring-and-firing line of the Employment Service than to the legislators. To our interviewers, it means that an employer can say, in placing an order: "A woman of 50 can't stand all day". "A man in his 40's is too old to train for this job." "A secretary of 35 can't get along with the younger women in the office." "No one over age 27 can do this work." Any law or policy containing "BFOQ" gives the employer exactly what he needs to perpetuate this overt discrimination on a legal base.

We know that chronological age is a poor index of capability. For example, consider physical fitness. Evidence has been presented to prove that physical fitness is determined much more by training than by age. The capacity of the body to effect physiological adjustments to training is retained almost to the limit of the span of life. Energy reserves and sheer muscular power vary greatly among individuals of any age.

Creativity. There is no uniform pattern of decline in the creative process due to old age. Persistent and new creativity may be observed in some individuals, as well as its decline and extinction in others. There are many instances of newly-developed creativity in old age and examples of creative individuals who ventured into new fields in old age.

Rate of Aging. Physical changes come about gradually; they do not occur at the same time in any one individual; nor does any group of individuals age at the same rate.

Personality. The older employee tends to have a greater sense of responsibility toward his job and his employers, he is more likely to be objective about personal goals and capabilities; he has increased social intelligence including the ability to understand and influence others.

Speed. There is no proof yet that older persons cannot increase their speed of performance and learn new skills under appropriate conditions of motivation and practice.

Let's take the 100-plus group. Four hundred beneficiaries of the Social Security Administration rolls are 100 years of age or older. More than 300 are getting benefits based on work they did after they were at least 75 years old. A dozen of these people are still employed or self-employed, and the oldest is 120. One of them retired last year as sling man on a longshore gang in Seattle --at age 105.

Time magazine's book reviewer recently had fun with a new book by Upton Sinclair. Mr. Sinclair's reply to this was printed on the Letters Page and follows:

> "Sir: I am 84 years old, have perfect health, a darling new wife (aged 80), and I have a new book that is going all over the world. Half a dozen old books are being reprinted, and Disney is doing one of them for the children of the world. Tell your sprightly reviewer he may have all the fun he pleases with me."

Let's return to "BFOQ" in California and how we got rid of it! As I said, our law on age discrimination, which became effective in 1961, contains that phrase. Shortly after the law became effective, this phrase became very troublesome in our order-taking procedure in the local offices. We asked the cooperation of our medical director in examining selected cases wherein the employer had used the loophole of "bona fide occupational qualifications" to place an age restriction on an order. After a two year period of close observation, both technical and medical, we agreed that there was no evidence to indicate a correlation between age and ability to do the job. We then abolished the operating procedure whereby an employer could place such restrictions on an order and, if he insists, we discontinue service on the order.

An actual local office example of how we proved to our own satisfaction that there is no such thing as BFOQ: A chemical firm placed an order for "cylinder-filler--chlorine gas", with an age restriction of under 35 years, based on tolerance to withstand chlorine fumes. Our local manager contacted the Industrial Safety Commission and was told by a safety engineer that the maximum tolerance to chlorine gas was higher in the younger age group. The order was then referred to Sacramento headquarters for a decision. We requested a medical opinion. The Medical Director's report, in part, follows:

> I contacted three doctors. Two of them are outstanding specialists who do nothing but study and treat diseases of the chest. The third doctor is one of the most outstanding internists, and he, at one time, believed that certain respiratory diseases might be benefited by the administration of chlorine. So you can see that he is in a position to give a sound clinical opinion.
>
> The chlorine therapeutist felt as firmly as the other specialists that he had never seen any decided difference in tolerance to chlorine between the relatively young and the relatively old.
>
> Shortly after this report, our medical director attended an institute of the California Medical Association and put "our chlorine problem" to a national authority on chest diseases. He agreed without any reservations with the conclusions of the other doctors -- that age has no relationship to chlorine tolerance.

We went back to the employer with this information and he accepted it. What he had not told us was that these cylinders of chlorine weighed 100 pounds each and that any person referred to his company should be able to life such a cylinder.

We know that there would be teenagers and men in their early twenties who could do that job--and there would be teenagers and men in their early twenties who would injure their backs for life trying to do this--and there would be older men who were used to heavy work and "know how to lift" who could do this job easily.

We no longer penalize the ones who can because of the ones who can't--whatever age. We are well aware of the new breed of American worker in his second prime of life. 255,000 65-plus workers are at work in gainful employment. About 2,000 a month register with us for new jobs. The oldest applicant placed by the California State Employment Service in 1964 was a man 86 years old; in 1965, a woman 92 years old. And we are very interested in protecting their right to work in this "child-structured society" as long as they are able to do so.

2. Program Innovations

Three jobs have been selected, which were considered innovations when we developed them, to illustrate how jobs can be created in direct response to needs which employers express.

Homemaker, Family Aide

We became aware of a tremendous unmet need when people called us to express concern about elderly parents and relatives who "insisted on living alone" but needed some sort of assistance. "Did we have anyone who would look in on them to make certain they were all right?" "Perhaps do their shopping, or take them to the doctor, or prepare a proper meal and sit with them while they ate it--just an hour or so a day." Simple--life-saving tasks--but we had no way to answer these requests. We decided to try to create a job to fit this need; a job of one to three hours duration, no heavy housework, requiring a great deal of judgment, paying an hourly rate considerably above any domestic wage. A car was a requirement as well as a willingness to invest two weeks time in training. But whom to recruit? Domestic workers were not interested, nor were they qualified to carry out the responsibilities in relation to families, guardians, attorneys, etc. We decided to try to interest retired teachers, social workers, nurses and women who had had responsible jobs in the business world. When the first announcements of the service appeared, we were swamped with applicants with these backgrounds.

For training, the American Red Cross came to our assistance with supplementation from adult education, public and private agencies and college resources in various parts of the State, depending on the locality. Training includes Psychological Aspects of Aging, Physical Aspects of Aging, Laws Relating to Aging, Community Resources. Geriatric First Aid, High Protein Diets, Relationship to Physicians and the Visiting Nurse Service.

The Sacramento Office, where this program originated, has given continuous service for six years with two classes a year being trained. This idea has spread throughout the State,and Los Angeles County, at the present time, has Family Aide service in every section. One class a month is being trained for this area, alone. Each class includes 20 to 30 women.

Senior Home Repairer Program

This program came as a result of requests for "someone" who would put up a shelf, or fix a screen, or a leaky faucet, etc. This time we decided to recruit the so-called superannuated members of the skilled trades who had either retired to draw a pension or were no longer being dispatched from their union halls. Here again, we obtained an immediate response. The original group recruited for this purpose selected the name Senior Home Repairer. These men have their own transportation, usually a pick-up truck, and the tools of their trade. They are paid an hourly rate amounting to about half the union rate for the area. The number of jobs each man is given is tailored to his pension or Social Security requirements. The unions have welcomed this program since it does not interfere with the regular dispatching of union members, who are not interested in jobs lasting an hour or two; or the regular work of contractors in these trades. The Senior Home Repairers are an active, delightful group. The oldest is an 81-year old roofer. Eight of our offices have this program.

Keeper

The job of "Keeper" for the Los Angeles County Sheriff's Department was developed last year as a result of a discussion with their personnel section, our Older Worker Coordinator and Occupational Analyst. Out of these discussions came the job. The Keeper has custody of and safeguards buildings, grounds, equipment, materials or vehicles which have been impounded by the Sheriff's Department. He accepts cash payments and cash bonds for release of property. He must furnish his own transportation. Assignments may last from a few minutes to 12 hours. The fee is $12 per job. He can average from $3-4,000 a year. The recruiting effort was directed to the retiree group in Los Angeles County and solved what had been a serious problem for the Sheriff's Department.

We are "true believers" in the value of the self-help groups, as well as in direct placement, wherein the participants learn how to improve their job-search techniques. We have a nationally recognized program for executive and managerial personnel called Experience Unlimited which provides an opportunity for these men, whose job search is an extremely difficult undertaking in the current labor market, to discuss their mutual, job-related problems and inform themselves about employer demands, industry shifts, occupational outlook, etc. It has been a continuous program since 1959 and we now have chapters operating in seven metropolitan offices. Many business enterprises result from these chapter contacts; it is not unusual for several members at a time to leave the group to establish business and consulting services of various sorts. One such group is currently serving as management adviser to the board of directors of a large retirement housing project.

3. Legislative Innovation

We have achieved close coordination between our Department and the Citizen's Advisory Committee on Aging, our State Commission on Aging, to effect legislative changes for the purpose of improving the lot of the older worker. During the 1965 session of the California Legislature, we made our first try. Although our efforts were somewhat tentative, we did accomplish these things:

a. Introduction of a portable pension law which also provides for regulation of private pension plans, now under study by the Legislature.

b. Statements from the California Legislature to Congress about increasing funds to the Manpower Development and Training program for the express purpose of training older adults, and lifting the earnings limitation imposed on persons drawing Social Security benefits.

c. A study, now underway, of public agencies--city, county, special districts, State and Federal--and their use of upper age limits as requirements for employment.

d. Preparation, now underway, of a curriculum on Pre-Retirement Preparation for use of schools, labor, management and government.

This legislative activity was based on a one-year study in 1964 in which many aspects of the older worker problem came under scrutiny. This study was also done jointly by our Department and the Citizen's Advisory Committee on Aging.

It is my understanding that Commissioner William Bechill will discuss both this study, published as "A Survey of the Employment of Older Workers", and the subsequent legislative activity in his remarks, so I will conclude by congratulating the National Council on Aging for organizing this fine conference and providing a platform for a variety of points of view about the older worker.

MR. HOUSTOUN: Thank you, Miss Fait.

Again, if I may, I shall exercise the privilege of the chair and point up some of the points you made, a great many of which I think had real policy implications for us. First, the value of implementation of the legislation which you talked about, not just to protect the rights of older workers, but to establish a rational basis for legitimate job discrimination.

I think you also pointed up some problems which need to be met head-on. Many people have talked for a long time about the need for home repairs and neighborhood rehabilitation. Too many of us have been scared off by the old bugaboo of "union problems". That doesn't mean that I don't think there are not sometimes jurisdictional questions involved, but I think very frequently we have allowed that assumption to dissuade us from acting.

I have noticed in the last few years that the attitudes of building trade leaders in certain sections of the country have changed. What we thought was radical three years ago, in proposing that minority group members be prepared for apprenticeship rather than screened out in advance of apprenticeship, has now been adopted in some New York craft unions. Perhaps some things we are speaking of in the home repair area might be negotiated with some of the union leaders to their benefit as well as to the benefit of some older people who are not privileged to be craft union members.

The emphasis you have put on imagination in job-finding is particularly important, and particularly the benefits that can accrue from imaginative examination of our public programs.

The Small Business Administration developed a corps of older businessmen as consultants called SCORE. The knowledge of older businessmen helps new small businessmen, particularly minority group businessmen, going perhaps into their first small business venture and provides a useful outlet and earning opportunity for the retired businessman.

I think, though, we have to remember that we have several categories of older people, and not all of them are adequately educated to take advantage of some of the programs that we have discussed today. We may for some have to create employment opportunities and at the same time make educational upgrading a part of that new employment program. The first level of employment that we can get for them may not be the height and extent of their ultimate capability, but if we can build in remedial education as well as on-going training for some of these people over 45, with 20 years to look forward to, we won't have to regard a placement at 45 as the last opportunity. There must be upgrading possibilities as well.

We should watch, as Miss Fait indicated, the public sector. There is no part of our labor market which discriminates more rigidly than government, and the causes of that discrimination are sometimes good, sometimes bad. The merit system which we adopted to protect us against the spoils system has set up rigid classifications, often more rigid in their application than they are in law. And we have seen a few experiments around the country, including that in the Patent Office, where new categories of employment can be created for older persons with less education.

Mr. Ash said earlier that 10 per cent of all MDTA trainees were over 45, and I find that as of today 15 per cent of all persons presently unemployed are male workers over 45. Is that a fair interpretation of the figures?

MR. ASH: Yes.

MR. HOUSTOUN: So there is some gap there. But the real gap, of course, is in long-term unemployment. And a quarter, that is 25 per cent, of all persons in long-term unemployment -- that is to say, 15 weeks or more -- are male older workers. One-quarter of all persons who are long-term unemployed are 45 years and older and male.

I would like to introduce as the last panel speaker Mr. Jack Ossofsky who has for the last year been struggling with some of the front-line problems in training and employment of older people, and particularly the older poor. Jack is an extremely versatile man and I think this is one of the reasons this program has been going so well. He brings to it a number of disciplines and a great many friends.

He will tell us about "A Model Plan for Older Worker Training and Employment Under Community Action Programs."

MR. OSSOFSKY: Thank you, Larry.

I would think that most of us would agree that probably the newest development in the employment area and the newest tool that deserves greater application is the war against poverty. It is the newest tool available to us legislatively, perhaps, and it is the one that has yet to meet its great potential as far as older workers are concerned. And those of us who have been working in one way or another in the field of aging saw the great potential of this dynamic new enterprise, this new agency of government and all the concepts that went into it, as a most optimistic and productive device for marshaling community support, for regrouping effort, both public and voluntary, and for re-examining the ways we have been doing things for a long time.

I am particularly concerned with the fact that over half of those considered poor by any measure, no matter how conservative or liberal that measure may be, are 45 years of age or over. At least 20 per cent of all the poor are over 65.

I am concerned, too, with the fact that 80 per cent of the 65-year-and-older population who are poor, according to a study made in 1963, remain poor. And 55 per cent of those 25 to 45 who are poor, remain poor.

It is thought that the struggle against poverty, whose aim was enunciated as alleviating poverty or preventing it, would play a major role in dealing with the poverty that afflicts so many of the older workers.

It needs to be said, however, at a meeting particularly where we are evaluating progress that has been made and achievements that are yet to be racked up, that the struggle in this area is just beginning to get underway. The potential that could be realized within the massive strength and mobilization of government and private enterprise, private endeavor, the voluntary and public agencies in particular, has not yet been mobilized in this direction.

This must be said particularly sharply in view of the great publicity and concern that has been devoted to such programs as the Job Corps, the Neighborhood Youth Corps, the neighborhood service organizations, and the great summer employment programs, all of which have been aimed specifically and vigorously at the creation of employment opportunities and training for young people. The notion has been expressed in many ways that the purpose here is to break the cycle of poverty, so that young people will not live again through the poverty cycle of their parents and grandparents. In view specifically of those few statistics that I mentioned earlier, we cannot as a nation undertake to forget the poverty that currently confronts those parents and grandparents. Yet the war against poverty has until now done very little in this regard.

As a result of its concern about this, the National Council on Aging just about a year ago met with the Office of Economic Opportunity to discuss the need for greater emphasis on work in this area. And as a result of those discussions there came forth, as so often does from such unions, a contract. That contract provided for the National Council on Aging to supply a number of model programs, to indicate ways of providing two things: first of all, examples of how older people might be employed; how the Community Action agencies might be assisted in developing specific programs in this area; and secondly, and related to it, examples of the kinds of services that could very well be launched by the Office of Economic Opportunity to provide services to meet the poverty conditions of older people.

No one -- and let me say this categorically at the outset -- nobody who has been involved in this area of work has any illusion that all older people can or are able to or want to return to work. However, all of us believe that there are enough older people capable of working, and all of the evidence described earlier in this panel provides additional support for the notion that those who want to can be trained, and that the job opportunities need to be found, or what is perhaps even more important, need to be created; and that the creation of those job opportunities can in many places be furthered by examining the services that the communities have needed until now.

It is, after all, the scope and purpose of the war against poverty, in the variety of legislative acts that go into this total package -- not only in the Office of Economic Opportunity -- to supply the varied services needed by the poor, to reshape and remold those services, and to provide funds to support the development of those services and that reshaping where it is needed.

A large measure of the effort put in so far by the National Council on Aging on these particular model programs and the direction of these programs has been in the area of job creation, in the providing of services which a community may have needed for a long time but had no funds to launch.

Also concerning us here was the opportunity and the possibility of providing new services that flowed from the legislation being enacted in the course of fighting the war against poverty. We have, up until this point, submitted four specific model programs, although a great number of other programs have been developed by our work with individual communities. The four programs, I think, spell out the areas in which we think it is possible to operate within the war against poverty.

The first of these came from our examination of the experience of the employment services that have been working, on a voluntary basis in the main, on behalf of older workers. Our findings have convinced us that most of these programs, useful, valuable, and significant as they were, had taken very few pains and made very little effort to reach the older poor. By and large, examination showed that the employment services, which all of us have touted for many years it must be said, dealt in the main with the person who had a specific skill to sell, the retired businessman or executive, or the skilled worker. They rarely, if ever, reached out to the community where the poor were. They waited for the person to come for the service.

Of course, the same thing could very well be said of a lot of the health and welfare agencies of our communities. This has, after all, been the basic pattern of providing services in our communities until now. We provide the service but it is up to the person who needs it to come and get it.

The new element we have tried to build into our model programs, and the new element we believe is consistent with the whole program of the Office of Economic Opportunity, is a strong out-reach program, a vigorous out-reach program, call it case-finding if you will, literally going into the community, housing the employment service in a store front, in a neighborhood center, in any facility that is located right where the older poor themselves are located, but in addition to just locating it there, taking some vigorous new steps to reach the people whom we want to serve.

And of particular significance as far as the older poor were concerned, we felt and still feel, is the need to develop programs which encourage people to try for a job, encourage people to come in and get the counseling, encourage people to come in and help run the agency and institution itself, this particularly because so many of those that we're concerned with serving have in many instances given up any hope of getting any work.

While it is true that the greatest source of income for older people, 65 and more in this instance, is still employment, that truth is really a half-truth of the circumstances involved that reflects not the great numbers of older people who are employed nor their great income, but rather the low level of Social Security benefits and public assistance that most older people are living on.

At the same time we have had enough evidence to show that where job opportunities are available, it is possible to place considerable numbers of older people, and it is possible too, with proper motivation, to get people to come into the centers and to participate in the program.

Now, of the 30 to 40 communities that are currently implementing one or another of the programs we have currently submitted, only some 12 picked up on this particular program which we called the Senior Worker Action program. What we built in here, too, was not just the notion of out-reach and job development -- and I will touch in a moment on some of the suggestions we have made for job creation, many of which are the kinds of things mentioned by other speakers this afternoon -- but one of the important things we have sought to emphasize is the importance of finding ways of involving the older people themselves in the actual operation of this Community Action Program. And our hope is that we can, as a result of this emphasis, make clear to other Community Action Programs the possibilities and potentialities that exist for employing older people in all levels of the Community Action Program itself.

Let me read for you just quickly some of the job opportunities that we spelled out as possible sources of employment, and I think you will find they touch on broad things that probably all of you have thought of at one time or another. We have suggested this list, not because we thought it was all-inclusive, but rather because we thought it touched on the new areas of employment opportunities that local communities might examine and might give them a lead as to other things that might be most appropriate in their situation.

Aides in schools, assisting teachers and relieving them of certain teaching and clerical tasks.

Assisting in day-care centers, in senior centers, in hospitals and other institutions.

Working as community organizers, contacting individuals, organizations, business, assisting in organizing groups to serve various age groups. For example, perhaps in the development of some of the other models we have spelled out, such as the feeding of older people, providing low-cost nutritious meals, perhaps the organization of low-cost consumer cooperatives and clinics.

Working as companions, friendly visitors for youth and older people.

Now, this brings us to the area of types of employment that have often in the past been the traditional areas for volunteer service. It is the emphasis of the model programs that we have submitted to say to the normal dispensers of these services that there are funds available to provide these services through the Office of Economic Opportunity, and that those funds should go not just for the staffing and professional areas of competence in the development of the program, but that the bulk of the money that is submitted to a local community for such programs should be used to reach the older poor themselves, and that many of the tasks that in the past were normally considered volunteer tasks, many of which, by the way, have gone begging for volunteers because people didn't have the funds for lunch or for carfare, should be looked at from the point of view of providing paid opportunities for some of the same people.

This is not to suggest that the National Council has in any way modified its position on the value to the individual or the community of volunteer activities, but rather that this is an opportunity to get funds into the hands of the poor, and that those employment opportunities ought to be created not just to spend time but also to earn cash.

> Counselors for various age groups, counselors about work itself, about other community resources, but follow-up and sub-professional work to assist case workers, and even visiting nurses.

Of course, we are talking again about the sub-professional categories here which have often raised the ire of some of the professional groups, about making it possible to spread a little further the professional competence in those areas where the professional competence is really needed, and to use trained sub-professionals to do the other tasks.

I could read you more and more of these. I list them only to give you an idea of the specific things.

What has happened to the general programs?

Well, let me spell out one of the other programs, the second one that was submitted, and that was the project entitled TLC, Tender, Loving Care. The notion behind this was to spell out how older people might be utilized in a great variety of settings to serve young people, and, at the same time, to spell out opportunities to give service to people in all age groups in a variety of institutional and non-institutional settings.

Strongly related to this program, and developed at the same time, and one borrowing from the other in some instances, was the program announced as the Foster Grandparent Program by the Office of Economic Opportunity, and ultimately funded and administered through the Administration on Aging.

The Foster Grandparent Program provides in its immediate implications, specific examples of how older people can work in hospitals, in foundling institutions. The model we prepared listed other settings in which older people could be put to work, with a minimal period of training but with a maximal long-term employment potential.

Perhaps the most successful proposal that was submitted in detail by the Council was one that has currently been implemented on a national scale. This one was called Operation

Medicare Alert, and the purpose was along this same theme of seeking to develop employment opportunity for needed services. It spelled out specific ways of utilizing teams of older people in the community where the elderly lived, specificially again, the older poor, to see to it that they were fully informed of the benefits of Medicare and had an opportunity to sign up for the voluntary program if they chose to do so. While detailed technical information in most cases would be provided by Social Security Administration staff, older people would be utilized to organize the meetings, do the home visiting, escort older people to the meetings, and bring to the Social Security Administration lists of those who could not come out of their homes.

Now, in discussing what has happened to programs for the elderly within the Office of Economic Opportunity, it must be said that by and large, because the general tone of programming until now had been emphasizing younger people, there had been an impression created, even for those of us working very closely with these programs, that the staffs of the local Community Action agencies, first of all believed that it was their task to work only on behalf of young people, secondly didn't know what could be done, and third didn't think there was really anything for them to do in this field.

When Operation Medicare Alert was funded as a national program (the only one of these programs given national impetus by the Office of Economic Opportunity), we found that within a week's time 490 communities submitted requests to implement it. And in our visits to the regional offices we heard Community Action Program director after Community Action director get up and say, "This was exactly the kind of lead we needed." It gave some funds to each community to get the program started, but more important it gave two other things. It made clear to the local operators of Community Action Programs that Washington really was interested in the older person; and secondly, it gave them a handle they might latch on to and use. It gave them something specific that could be implemented.

This program basically is still a very modest one. The funds to be utilized in individual communities are very few. A great number of people will have to be volunteers to make this program a success. But most important is that for the first time there was a national program which reached great numbers of communities -- unlike the Foster Grandparents Program which was announced to reach some 60 communities and so far has been funded in some 20 communities. The Medicare Alert program, we believe, will go into between 300 or 400 communities, perhaps all 500 that have asked for it.

The other thing that has flowed from this is that for the first time Community Action activities have been able to see the possibilities of using older people to do some of the community legwork, some of the contact and organizing work, not just to serve the elderly in this program, but the potential for doing this for other age groups as well.

In the course of discussing this program, one of the people responsible for recruiting for the Job Corps called and asked, "Why can't we do the same thing to help follow-up on Job Corps recruits and to reach the parents of the Job Corps recruits who often don't know what their kids are signing up for and are wondering what happened to the kid when he left for camp."

Now, it is our hope that the implementation of the specific employment models themselves will lead to other programming, but specifically that this one program, Medicare Alert, will open the door for great numbers of Community Action agencies to see their potential, after they have gone door to door to see how older people live, for providing the many kinds of services that are needed there and need to be funded.

One of the other programs now being discussed by the Office of Economic Opportunity, which will no doubt be funded in a comparatively short period of time, is one which grows out of the needs, again, of Medicare, but long-range needs, not, as in Medicare Alert, a short-time informational program, and that is the great need for home health workers. As you know, the Medicare legislation provides an opportunity not just to get coverage for hospitalization and extended institutional care thereafter, but also for visits by a home health worker. And yet our country is completely unprepared for the enormous need, which some have estimated as high as 30,000,for home health workers in this field.

Months ago the Task Force on the Older Poor of the Office of Economic Opportunity, which Chuck Odell chaired, urged the Office of Economic Opportunity to launch this program -- to launch it months ago so that by the time Medicare was operative, under both Titles 18 and 19 of the law, we would have some beginnings of the kind of staff needed.

Well, that program is just now beginning to move within OEO. The goals here are to train up to 10,000 home health workers, in the main middle-aged and older people, to provide them with a short period of training and some on-the-job training, such training to meet the standards required under the Medicare legislation as the Public Health Service ultimately defines that, but to put these people to work -- not necessarily as was described in Oklahoma in an unstructured way, but through the institutions that provide home health care, for Medicare and for others who need the home health care services. In this particular field OEO has another employment responsibility, one that needs to be examined, I think, when we look at the results of the Oklahoma situation that was described. Twenty communities ended up on the average employing one person -- with 21 people ultimately employed.

DR. KING: I should have said 21 per cent in the first year, which isn't much more.

MR. OSSOFSKY: That is a little better; thank you.

But I wonder if part of the problem was not precisely that there was no institutionalizing of that employment. Isn't there some means of providing secure, year-round employment, some means of guaranteeing a good wage, some means of providing Social Security coverage and Workmen's Compensation coverage, some means of providing paid vacation time to workers who by and large were called in when grandpa was too sick to be taken care of by a member of the family. It was when the dirty work had to be done that a so-called home health worker was called in in the past.

What needs to happen here is to provide, first of all, better training and a higher grade of service, but equally important, a setting through which the needed service can be provided and secure and good jobs can be provided for the people who have been trained to do the job.

In the home health field our hope is that the demonstration periods and the experimentation will bring us not only thousands of trained workers but thousands of trained workers who have got some notion that they are going to have a job at the end of their training and a job that will give them assurance of future employment as well.

Now, these are just potentials that are being started with the Office of Economic Opportunity. The potentials of providing jobs in areas of Senior Centers, multi-service programs, of highway beautification, for example, of the development of whole areas of community betterment, of home repair work -- the kind of thing that was mentioned here as taking place in California, to rebuild, refurbish the home in which the poor live -- all of these potentials remain potentials, well after the institution of OEO which has existed for more than a year.

If we are going to talk about what needs to be done, how we can improve programs, I believe we have to look very carefully at the need to provide additional funds, additional staffing, specific priority in the Office of Economic Opportunity to work on behalf of older workers, to create job opportunities for the parents of the youngsters being sent to Job Corps camps and the like.

If we are to realize our potential, too, we need to take a look at the nature of the work that has yet to be spelled out, to do a little bit more research into what the needs of communities are, getting the communities to really express them more vigorously. And it needs to be said that if this job is to be done by OEO we cannot look now at this period of budget crisis in the government for cutting back on the budget for programs like the Office of Economic Opportunity, but rather for strengthening those budgets so that the work that is properly being done for young people is not cast aside in order to serve the elderly, but rather that that work that has been done so far to create training ppportunities and employment opportunities for the young is maintained and expanded and at the same time that the work in the field of aging is maintained and expanded at a much more accelerated pace.

If indeed older people represent the enormous proportion of 20 per cent of the poor -- and I am not so sure that is not too modest a figure -- I am not necessarily ready to say that we have to have 20 per cent of all the funds going to the elderly. Perhaps what we really need is much more because the job may be tougher and the potentials a little more difficult to realize. And it may not be that we need a dollar-for-dollar proportionwise allocation of funds. But certainly OEO needs to change the disproportionate discrimination against the elderly that has characterized much of its activities until this time.

I do believe that we have in the Office of Economic Opportunity a very important new tool for the development of employment opportunities, for the placement of old workers, for the training of older workers. I think that tool needs to be used much more than it has been up to now. It needs to be sharpened; it needs to be properly equipped; and then it will be able to do some of the things that it could do for the country.

Thank you very much.

MR. HOUSTOUN: Thank you, Jack. You have more than justified the build-up. We have a question from Mr. Charles Odell.

MR. ODELL: Where does the responsibility lie, in your judgment, for the development of a concept of leadership in connection with what you call the institutionalizing of employment opportunities for the group we are talking about here, not only in the specific terms that you mentioned, but in terms of many other kinds of jobs which in the European economy, for example, have a certain amount of status and acceptance and recognition, but which in our economy do not, simply because we have never grown up to the point of accepting the fact that even if formerly you used slaves to do the work, you now have to pay a decent wage since you no longer can use slaves.

It seems to me that if it is valid for government to be concerned about helping small businessmen, it is valid for government to be concerned about helping people who are exploited to organize and institutionalize and dignify the concept and acceptance of the work they do, and to get paid decent wages for it, and to also acquire acceptable standards of training and recruiting and everything else.

Where does that responsibility lie, and how do we promote that kind of institutionalization?

MR. OSSOFSKY: I think you answered it in your question, Chuck. Obviously if we subsidize the airlines and oil companies and shipping companies, we ought to find some way to subsidize the institutionalization of this kind of employment. I think this lies in two areas. In some cases it is local but I think the tone for it, the agreement that this needs to be done, has to start from the Federal Government. I don't think that has happened up to now. I think it lies in large part with the Department of Labor, but I think in large part it could be done by the OEO in some of the specific cases where the OEO gets into the picture. A lot of it lies, too, I think, with what those of us who work in the field do locally. I am not sure all the burden can be put on the Federal Government. I think in some of these programs the institutionalizing employment opportunities will flow from how we use the people we train, what we build into the training component and guarantees for employment.

I for one would strongly suggest that no program for training be funded if it does not have at the end of the period of training some pretty good assurance of employment at a good wage, some notion that we are going to end up not just discouraging those we have encouraged to get trained, but that we are encouraging them for something real. And one way to implement that, Chuck, I think, would be to insure that in those contracts and training programs that are developed, there is written in an assurance by those doing the training that the people will be properly employed at the end of that period of time.

MR. HOUSTOUN: Jack, as I see it, what you are saying is that "reasonable expectation of employment" be replaced by "reasonable expectation for at least minimum adequate compensation," -- a qualitative as well as quantitative value.

MR. OSSOFSKY: Yes.

MR. HOUSTOUN: You made a very strong point that the public programs such as the Economic Opportunity program, the Manpower Training program, Vocational Education, Adult Education, and the rest of them, need to be substantially expanded if they are to meet the kinds of needs that all of us see in our everyday working experience. And I think you were also emphasizing that in trade for the support that NCOA should give to this kind of expansion, the various program Administrators should set clear-cut goals in terms of the needs of the older worker. For example, if 25 per cent of all the long-term unemployed are older workers, someone ought to be in a position, perhaps an interagency group in the government, to determine what it will cost over the next few years to reduce that figure and make some meaningful impact on the rate of long-term unemployment among older people, and then to plan and act accordingly.

But it seems to me that besides giving our support for this kind of expansion, we also ought to get some knowledge about how fast we are going and where we are going and what percentage of these people are going to be reached in the process.

There is one other point I'd like to underscore that you mentioned, which is the advantage of involving the older poor or the older worker in the planning and development and operation of these projects. I think if there is one important, new concept coming out of the Community Action Programs, it is that the "clients," the "customers," as the private sector calls them, the older people, can make immeasurable contribution to the development of these programs.

When you ask some of these older people what kinds of programs they want, they often don't come up with the same pet project we think they ought to want. And we can save a lot of time, trouble and excuses about poor motivation if we give them the opportunities they want.

We can also perhaps improve the way in which we present some of these programs if we discuss projects with them in advance. I am not talking about a kind of public condescension -- "We will talk to you people every so often." I am proposing discussions with the "customer" on the basis of equality, rather than as a supplicant for a service or some form of assistance.

I think we have to develop in our communities, both urban and rural, some kind of regular dialogue with the people who are receiving public services, to find out how they want them. We need to employ them in these programs, too. It is amazing how practical the discussion gets when you have one of the people who come from the "customer" groups sitting around the planning table with you or employed in the programs, perhaps as one of the people who is case-finding. These people bring back a much different view of reality than the youngster of 21 with an A.B. degree from the second fifth of the family income scale. They add a note of practicality and reality and a clearer vision of what the problems are in the fifth floor garret in the back where the old lady says: No, she don't want it.

Jack is building up a body of literature in the course of his work, which is available through NCOA. You can write Jack Ossofsky, NCOA, and receive copies of these project descriptions. Some of this material you can also get from the New Jersey Office of Economic Opportunity. Many of the projects that have been discussed today were summarized in the New Jersey report which was intended to serve as a community workbook. Reprinted in it is the first report of the Task Force on Problems of the Older Poor of the Office of Economic Opportunity.

I would like just to take a minute before we open the floor to questions to thank and introduce Mrs. Edith Verant who is our recorder. She is the Director of Special Applicant Services for the United States Employment Service in the District of Columbia.

I would also, at this time, like to ask Mrs. Maxine Stewart, who is in this case my strong left arm, from the Bureau of Labor Statistics, to comment briefly on some of the occupational implications.

MR. STEWART: I have no comment to make on the remarks of the speakers that you have just heard. I thought their presentations were all very stimulating.

I do want to urge you in your planning to make use of the Bureau of Labor Statistics occupational projections. We project employment by broad occupational groups, for about 10 years ahead, and then make detailed assessments of the occupational outlook for about 700 occupations.

I notice that in his presentation this morning, Mr. Belbin mentioned that in Sweden, where the training program for older workers is so successful, they rely very heavily on occupational projections for determining where training programs should be developed.

So to the extent that the BLS projections can be useful to you, we certainly would be happy to make them available upon request.

MR. HOUSTOUN: Thank you. I want to just emphasize that Mrs. Stewart is here as a resource to you on occupational matters, and then to open the floor for further questions. We had one question from Mr. Odell, who in effect said: On whose back is the monkey? Mr. Ossofsky said, "Well, it is on a couple of backs. ?

Would you identify yourself for the benefit of the stenotypist.

MISS HELEN B. HAMER (Chief, Program Development Branch, Bureau of Family Services, Department of Health, Education and Welfare): I am with the Title V program, and we have been working with adults and a lot of older workers. I want to ask Mr. Ash if there is any future for older workers in the so-called agri-business field which is an up-and-coming employment area in connection with agri-culture, isn't it?

MR. ASH: I would think that there is. You know, under Social Security, farmers look forward to a day of retirement, but I am informed that on family-owned farms where the young men of the family take over from father at a suitable retirement age, father never really does quite leave the directing hand of the farm operation to the boys. This bespeaks, I suppose, a vigor and continued interest, and why this could not be applied in the field of agri-business I don't know, especially since I suppose -- and I don't have my figures at my command, but I suppose -- there are about as many people engaged in off-farm occupations that I think you are referring to as are engaged in farming itself. At least our immediate concern is this in training young people, and I see no reason at all why this wouldn't be a fertile field.

MISS HAMER: Has the vocational training done enough in that field to be helpful to us?

MR. HOUSTOUN: The question was: Do we have enough experience in vocational education yet in this field?

MR. ASH: Experience is being gained. About three years ago, more than 20 states accepted a particular responsibility to study off-farm occupations. First of all, what do you call them? You know a person with a given job title in Arizona might do quite a different series of chores than a person having that same title in New York State. These things were not standardized. Somebody had to find out what you call a man who does this and then make an analysis of what he does to earn his living effectively, and then develop a training program around that job analysis, you see.

Ohio State University, under a contract with the Office of Education, is just now summarizing these studies and putting the findings in such shape that States can use them for training purposes. So my answer to your question is not yet, but it is an on-going thing in which we look forward with some high hope to success.

MR. HOUSTOUN: Yes, sir, in the back on the right.

MR. EDWIN S. PRESTON (Editor, The Health Bulletin, North Carolina State Board of Health): This may seem a tangential question, but do we help ourselves in achieving our objective, of training particularly, if we refer to those we are seeking to train as "sub-professionals?" I have wondered if any "sub-professional" has ever referred to himself with pride as a "sub-professional". I think we are using a term that is self-defeating, if we hope to create a tide of helpful workers from the older group as well as other groups, who are not able to qualify as professionals, when we refer to them in terms that I would consider to be "looking down our noses" - a designation only used by professionals in certain contexts. In a hospital setting, for instance, even a lawyer could be referred to as a "sub-professional."

MR. HOUSTOUN: I think my occupational specialist at my left hand has the proper answer to that which is that we ought to encourage the use of such words as "technician" which convey the same idea. I should add that those who use "sub-professional" often use it because they don't think much of professionals themselves.

MR. OSSOFSKY: I couldn't agree with you more although I was guilty of that. The difference is because so much of the hostility comes from the professionals who are fearful we are training people to do something within their particular bailiwick. That is one of the reasons this distinction has been made. As a matter of fact, in our discussions of the home health aide we have used the term "home health worker" to make even that notion of an aide to somebody else a little bit softer than it normally is.

On the other hand, those who have worked in this field, if you will forgive the expression, as professionals, are very worried that the people being trained may end up doing the things that they should be doing.

I agree with you we have to watch the kind of language we use, but I think it is really not so much trouble with the word, though that is a factor; it is a question of being able to win through on certain programs where vested interests, including some of the people represented at this conference, have been very careful and touchy about what happens in their particular area of competence.

I agree with you, however, that from the point of view of the people being recruited and trained, there needs to be a whole concept of prestige and value given to the work that they are about to do. We will certainly undo any hope of recruiting people to work in the home health field if we make it clear to them that this is an unimportant, simple thing to just help out the pros who do the real, important work. Certainly it has to be clearly understood that what we are doing here is training people to do work that is needed and work that has importance.

One of the problems in institutionalizing some of these tasks is to give a new tone and quality to the nature of what is done, and develop new respect in the community, which gets back to the point Chuck made. Some of this is the product of our own handiwork in the past, I'm afraid, that needs to be undone.

MR. HOUSTOUN: The questioner has a second question.

MR PRESTON: I can recognize, as you say, the protective concern of vested interests and also the usefulness of a term such as "technician", but the term "non-professional" would be a much more complimentary term than "sub-professional" and accomplish the same purpose. But I noticed that you yourself used the term "sub-professional" and I wondered how welcome you would be among the "sub-professionals" using that term.

MR. HOUSTOUN: If there were more sub-professionals I would worry about this man's popularity. My worry is that there are so few of the people we think should be better labeled.

Chuck, you did have your hand up before.

MR. ODELL: I will yield to these two people. I have a point I want to make but I'd rather let them go ahead.

MR. HOUSTOUN: Then, of course, I will call on the lady.

MISS ELIZABETH ULRICH (Long-Term Illness Nursing Specialist, Veterans Administration, Washington, D. C.): I was particularly interested in the comments about professional and sub-professional. In nursing we have been on a real merry-go-round in regard to the activities of the nursing assistants and the LPN's, etc. This is because there are legal aspects involved in nursing practice, especially evident in institutions; for example, in the giving of medication. There are many ways in which you can use sub-professionals, but when error occurs, the person who is the professional is the one legally responsible for the accident, when it is considered not reasonable to allow people who are assistants to perform the act. In a court action the lawyer will ask, "Is this a reasonable act for this person?" and you may have to say "No," and that you take responsibility for the acts of these people.

MR. HOUSTOUN: It is interesting that the medical profession has done a better job of fracturing the non-professional aspects of nursing, for example, than has education. We should begin to hire older people to assist in adult education programs for example.

MISS ULRICH: The trouble is we are now out of the bedpan era so they (the non-professionals) move on to these other things that require technical skills. How far you let these assistants go is the big problem.

Sometimes we act as if we are protecting our professional rights, when actually it is that we have to retain responsibility for people who are only semi-trained.

I won't belabor this.

MR. HERMAN STURM (Economist, Bureau of Labor Statistics, U. S. Department of Labor, Washington, D. C.): My question is in another area. Actually it is addressed to Dr. King, but it has more general aspects that others may want to touch on.

Dr. King told us how in this project which was aimed at training home health service people, as it turned out those who actually got jobs were mainly employed in nursing homes.

That raises this question: Will you speculate what might have happened had these older people been trained either as practical nurses or as nurse-aides to begin with? And this raises the further question - if they had been put into such general health service training programs, are there age restrictions working overtly or covertly so that these people, who perhaps should have gone into these general programs, but got channeled into home health service training finally had to follow what the job market said: "No, you come and work as nurse aides or practical nurses."

MR. HOUSTOUN: Do you want to try to answer that, Dr. King.

DR. KING: May I preface it with this: The Oklahoma program was simply a demonstration and experiment to see if we could train these women, you see, and if we could get this sort of training going in rural communities -- which is not easy where you do not have -- and I am reacting to what Mr. Ossofsky said -- institutions and agencies already set up.

True, most of them were recruited into nursing homes. When the nursing homes found out about these women they went out after them.

We did have ways to get these women employed. That is, lists of the women who had been trained in the classes were given to the Employment Service offices, district offices. They were posted in hospitals, or hospital personnel had these names. They had many ways, you see. Some of these women did go to work for families. I know we have trouble with these words like "visiting homemaker" that means so much an agency type of job. But if you can think back to the old hired girl, way back in the family life when the hired girl was part of that family. I would give up my automatic dishwasher, garbage disposal and washing machine in a minute if I had a hired girl.

MR. ODELL: Particularly if I didn't have to pay her.

DR. KING: I'd pay her but I need a hired girl badly. But somebody who needs her more is a family where the natural homemaker is out of that home for awhile. I don't know how to answer your question. Maybe it would have been better if nursing homes had trained these women. But typically as you look across the country, nursing homes don't do a lot of training when they get these workers. They get them and don't have time to train them. So these women had not been trained as an LPN is trained, but they had been trained to do a little of what we call home nursing to meet these needs.

Many of these families were very happy to find this woman who had been trained to some extent, and the family took over her supervision. And if there was illness in the home, the private physician functioned as a supervisor of what she was to do or not to do with the patient.

We'd like to see them organized, but this job appealed to many of these homemakers for this reason: They could obtain short-term work. Many were women 55 and 60 years of age. They could work for a family for three weeks, during a period of crisis, and when the family didn't need them, go home and do their gardening, visit their children and grandchildren; and when another case came up later, take that case. It appealed to them very much because they didn't want continuous work but work for awhile, and then maybe to be off for food preservation time or gardening time.

MR. HOUSTOUN: The question of organization leads me to suggest that Mr. Ossofsky talked about a way of presenting services, including home health aides.

MR. OSSOFSKY: One of the experiments being developed now in the State of New Jersey relates to the problem of working in a rural area where there are no institutions. I don't mean to minimize this problem, but perhaps what we have to do is take another look at the possible kinds of institutions or agencies. The Office of Economic Opportunity, again, might very well be the source of organizing that institution through the Community Action agency.

In this project currently being developed in New Jersey, the poor, particularly the older poor, are being brought together. The idea is to help them organize a cooperative of a variety of services, where they will in fact be the agency, they will be the institution. They will train the people for the jobs they have already studied and concluded need to be provided in the community, and through their own organization they will offer these jobs at on-going rates to the community at large. In this particular area, a new housing development for comparatively well-to-do older people is being constructed. To service that large middle-class and upper-class development, grounds keepers will be needed; drivers will be needed; people will be needed to help with the recreation programs that the brochure of this development has described in very beautiful language but which nobody, as far as we know, has yet discussed from the point of view of implementation.

The Community Action agency there is taking the initiative to go to this housing development and suggest that they work together to provide a corps of services for this community through the cooperative, organized by the older people themselves. From there, of course, once this is organized, can flow a whole variety of employment opportunities, not just around this corps, which can offer the basic on-going funding for the program, but services to other communities within the areas surrounding where the poor live.

I don't minimize the problem of institutionalization where there are no agencies and institutions. What we have to do is try to help people organize in the proper way so that it is possible for those who want it to get year-round work. I must say I am not fully convinced yet that one of the reasons people didn't go to work is simply because they only wanted to work during the times when there were no vegetables or fruits to be canned and nobody at home to be taken care of, but it may very well have been because they didn't see for themselves an opportunity to get year-round employment. It may be that in this circumstance that was the case, but in an awful lot of other places, the statistics would indicate people only worked when they wanted to when there was no way of getting year-round employment.

MR. HOUSTOUN: There is another question.

MISS VOGEL: The discussion on this Oklahoma program leads me back to one remark Dr. King made, that the women involved were not interested in child care; and yet the next discussion was that we need more child-care centers and therefore we need more of this kind of person. It is a non sequitur that bothers me. Was it the training that was wrong.

DR. KING: You should never ask a woman to speak only twenty minutes. It is impossible. I think it was related to the classes, the training offerings. Many times -- and we have found this in our research -- our home economics teachers are scared to teach the child development and family life area, because they are often younger and they have fears about older class members who are experienced. And I think the women react to this. We tried to follow up some in our evaluation, but they felt they learned more new things, you see, when they studied care of the sick and nutrition and food than when they studied child care work.

I made the recommendation in my work in family life and child development, that there is a need in child day-care centers for assistants. But in the training program we had, they just didn't like that area of the training as much, or felt the other was more interesting to them, and that sort of thing. I guess this is because if you have reared children you are an expert, and if you have lived in a family you are an expert. I think maybe that had something to do with it.

MR. HOUSTOUN: Let me try one over on this side.

MR. DIETZ: My name is Walter Dietz. Perhaps I am "the old man of the tribe." It takes nerve for a sub-professional to stand up; and worse than that, I come from a small suburban town that has only 22,000 people. But for the last ten years, without any institutional backing and without any training programs until more recently, we just went ahead on a person-to-person basis. We did pretty near everything that has been mentioned here, and we look at it as planting acorns. As the community grows, the acorn sprouts and grows, and we are going to keep right at it.

We look forward to the assistance that we can get now from these more highly organized institutions. But we still have confidence in our community in the "do-it-yourself" approach.

Let me cite two specific examples that are happening back home.

One, we are launching "meals on wheels" in our little community. We have some shut-ins. We discovered them through our "friendly visiting service."

Second, we have professional people in our area willing and able to go out and help smaller industries. We are in touch with SCORE. We call our little group Management Problem Solvers. -- A very modest approach, but we can sit down with a small employer on a very modest budget and try to help him.

In your rural communities and in any small community, I think if you set up something that has not been available, you will be amazed at the response. You will uncover needs that were undiscovered because they had no place to turn.

So we have a group in our little town of Summit, New Jersey called SAGE, "Summit Association for Gerontological Endeavor."

I have had to translate it -- I can't say that big word -- to "Some Are Getting Elderly."

MR. HOUSTOUN: I have just surveyed the panel and find I am the only sub-professional up here. I wasn't trained to do anything, but I endeavor.

I want to mention just one thing so you don't feel you should be overwhelmed by these, as you put it, better structured institutions. I have been in the business of trying to constructively invest public money in programs of your sort, and where no such community organization exists no such community organization can exist. You either have that kind of community spirit and endeavor or you don't, and there is no amount of Federal funds that I have found as a substitute for it.

Yes, sir.

MR. FRANCIS E. WOODS (Manpower Coordinator, Division of Vocational Education, State Department of Education, Hartford, Connecticut): I'd like to put in a vote for the conservative side. I'd like to make a few comments. I hope that each or all of the panel will respond to it.

There have been some very interesting statements made today. I'd like to repeat some of them as part of the background for my own statement, and I do not intend to be facetious in any way, but I believe this morning Mr. Odell said he felt -- I believe it was seconded by Mr. Meyer -- the time for talking was at an end and the time now is for action.

Dr. Aller, in one of his comments, said there was going to be a 180 degree turnabout in the implementation of MDTA, serving notice that henceforth they would start with the people rather than the jobs, working from the people up to the jobs, whereas historically we start with the jobs and then find the people. I am not sure this isn't in contradiction to what Mr. Ossofsky just said -- that no training should take place unless there is a guaranteed job.

We also found out from Dr. Belbin it's good business to train elderly workers; it's a good investment financially.

I believe from Mr. Ulrich we discovered that in training we should be cognizant of the whole man, which I believe has been an educational objective for many years.

One of the hallmarks of Community Action Programs wherever you find them, at least one of the shibboleths, is that they are a catalytic agent and are only trying to get existing agencies better informed of what it is they should be doing.

I'd like to point out one of the catalytic agents of a hydrogen bomb is an atomic bomb. Lord knows what happens after that takes over.

The question I'd like to raise here is this: What specifically is being done by these agencies that could not be done by existing agencies had they been given the funds long ago requested? That is Number One.

Number Two: As I understand it, at the present time there is a possibility of obtaining Federal funds for training under 50 different pieces of legislation. I submit that perhaps it is time to do a little bit more talking to see if indeed we are using a buckshot approach and accomplishing very little. And finally, if this is true -- and I am not sure that it is -- do you believe it is time for one agency, a supra-agency, if you will, to take over the over-all coordination of this entire attack upon poverty, and if so, which agency do you think might do this? Is this the Office of Economic Opportunity?

I'd be interested in any comments.

MR. HOUSTOUN: Who will be the first?

(Laughter.)

Mr. Ossofsky said that he would take a piece.

MR. OSSOFSKY: I enjoy the challenge. Sometimes it takes a real strong turmoil to clear the air, and perhaps that is what we need.

I am not really convinced that all of the on-going institutions could have done the job which required a shaking up of our perspectives, not just our methods of funding; which took a shaking up of how we approach people and whom we approach. The fact of the matter remains that if most of the on-going institutions, public and voluntary, continued on the road that they had been traversing until now, they'd still be waiting for the customers to come to them. What probably would have happened is they would have had a larger staff to do the same kind of waiting.

What OEO provides us, for the first time really, is the impetus to take another look at how we are operating, to see why it is that at this stage of our development and economic prosperity we do still have so many poor in our midst, and how come those who are in a position to do something constantly by-pass the pockets of poor. There are on-going agencies supported in our communities that should be reaching into those pockets but never do, because neither the agencies, nor those of us who have worked with them have stopped, ourselves, to walk into those pockets. It is necessary to do more than throw money into a program. It is necessary to do something to insure the money gets into a new way of reaching people.

OEO with all its faults, and it certainly has plenty, has, if anything, not done enough. That is its major flaw.

I don't conclude that we necessarily need one big over-all institution to do the job. Neither has the whole war on poverty looked for one specific focus for the army. While we put our emphasis on the Office of Economic Opportunity, the war on poverty includes housing programs, includes Medicare programs, includes employment and training programs, includes youth programs, includes education programs, each of which, in the main, is operated by other agencies. What OEO does do, as a matter of fact, is act as a catalyst and stir up, if you will, the government institutions as well as the voluntary ones, to see what they have been doing until now.

I don't particularly care for the analogy that you use. I don't think it's an atom bomb. It is not going to destroy anything, unless what is being destroyed are all the out-lived patterns of work, old methods of bureaucratic approach, public and voluntary, and that the fall-out from this may be some services in territories that previously didn't get the services they needed.

MR. HOUSTOUN: Can I ask any of the other panelists if they'd like to respond?

MR. DIETZ: Mr. Chairman, may I make a short statement about a recent experience we have had.

Some time ago we organized an employment service for older workers. We said anybody about 60 years of age who wishes to talk about finding a job could come to see us. We told employers that was going to be our field. So after three years' experience, our placements have been in three categories -- and it is very interesting because they fall in some of the same categories which have been brought out here.

We thought at first we were going to work specially with business and industry.

Second, we find we are working also with homes -- the handy man, the gardener, the companion.

The third category, developing, now comes right in the field which you suggest, Mr. Speaker, in service to the social agencies of our community: the library, the Community Chest, family service, schools. They are calling on us for various sorts of folks, and we are able to spot them for part-time employment. The people we place do not want full-time jobs. They have a flexible need, a flexible program, and a fine lot of experience, capability and reliability to bring to bear upon a variety of openings.

MR. HOUSTOUN: Thank you, Mr. Dietz.

As to what the established agencies might have done had they only had more money, let me assure you I have been a part of an established agency -- I have been part of a lot of them -- and I can say looking back over the past 12 or 13 years, the thing that has changed most dramatically has not been the availability of funds but the directions of programs. I was in Washington the week before and the week after the riots in Birmingham and let me tell you public policy changed directions that week, and nobody knew who changed it, but it changed. And I have been in Washington both before and after the Economic Opportunity Act was passed and public policy changed then, too.

I know people are getting assistance today because of new interpretations of old laws by old agencies simply because the President said, "There is a war on poverty and you are supposed to do something about it."

There are a number of new things, perhaps, which we ought to do. I think we could use some of our own long-established programs better and involve a new clientele that didn't get any attention in the past.

I still have in my possession a letter written by a very high-ranking official in 1963, in which he said with respect to the Manpower Development and Training Act, that it would be discriminatory against the well-educated, unemployed worker to provide literacy training for under-educated, unemployed workers -- "that we are not in the business of aiding unfortunates."

Now, such attitudes have seemingly changed. We are now beginning to consider that if all men are created equal in the sight of God, they might also be created equal in the sight of those of us who administer the public's money.

Do I believe there ought to be a super-agency? No. I believe in a "Sherman Anti-Trust Act" to be applied to public agencies. I believe that competition among public agencies is not unlawful. I don't think the agency I work for has any more right to stake out a monopoly jurisdiction over anybody's problem than another one does. I have seen a certain amount of competition in government has improved some other people's performance.

MR. ODELL: By a strange coincidence, the question I wanted to raise earlier relates to the one that was raised by the gentleman from Connecticut, and it really is presenting the other side of the coin, so to speak. Believe it or not, I ran into a man in the lobby who may be in this conference or not, but who happened to serve as a staff person when I was serving on the panel of consultants on vocational education. His comment to me as we passed in the hall was, "Do you think that all the hard work we did and the legislation we got passed, and the appropriations we got authorized, have made any significant difference in the level of performance and the degree of commitment to vocational education as it relates to reaching out to the groups of people that we hoped they would serve when we broke down the whole concept of a concern primarily with categories that had been in the law since 1916 and opened this up as a broad-gauge program to reach people who needed help, regardless of whether they fit into the categories or not?"

And he answered the question before he raised it by saying that he didn't think it really had done a heck of a lot of good.

The question I was going to raise was, in effect, why do we need an OEO approach, or a catalytic approach to these problems, in view of the fact that we do have all this on-going range of services which have been there and which have been augmented and developed and refurbished in the last six years? And as hopefully this catalytic function begins to take form, what is the ultimate effective role of an on-going war against poverty? This is my basic question. Is the war on poverty related specifically to the unending job of picking up the loose ends and the pieces, or is it related to the thing which Jack suggested and which I think represents a very practical example of what needs to be done, which is in effect helping the older poor and other segments of the poor to organize and structure themselves in such a way that they actually begin to provide an institutional base for themselves, which enhances their competitive position, not only to obtain the services that will improve their employability, but to ultimately achieve for them an accepted place in the American society.

I am concerned that we not go on indefinitely assuming that we need to run down two tracks which are competitive with one another in the formulation of the Sherman Anti-Trust Act in relation to bureaucracy, but that we begin somehow to define roles and responsibilities for these two sets of structures, which I think are desirable and necessary at this point, so they will complement one another in a meaningful way in advancing rather than competing with one another to a basic objective.

My question to Jack and the panel is: Do you see us moving in this direction? Can we do anything in this conference to help to clarify or crystalize a point of view which helps us to move in this direction more quickly and more effectively?

MR. OSSOFSKY: I am not sure I have an answer to you yet, Chuck. I am not even sure I fully understand all the implications of that question because I think there are some very deep implications.

I don't yet see the time when we don't need the needle. I think we are going to need a needle in one or another area. I really wonder how long the government will continue to support that needle within itself. I hope it will be for enough time so that the programs in training, for example, that are the major focus of this conference, have reached out to the new sectors which in the past they did not touch, have perhaps reformulated their approach to deal with new problems. When the Department of Labor's programs have reached such a point, that needle can move into other areas of community concern which need to be prodded.

Perhaps this relates, too, not just to training as a specific. I think it relates to the question raised by the gentleman from Connecticut -- but it also relates to how we go about developing employment within the country as a whole. What is the economic future of the country? What methods do we use to see to it that there is full employment in our country, so that those people who need jobs can be trained within their own personal needs and to meet the job requirements of the country?

There hasn't been that kind of dedication yet to the fight against poverty, as far as I am concerned, that goes beyond the case-work approach in a sense. If there is a flaw to what we are doing -- and there no doubt are many -- but if there is one major flaw it is perhaps that we are dealing too much with the piecemeal approach, with looking to a patchwork job. And perhaps what we ought to do is more what Keyserling keeps trying to recommend to us, a suggestion as to how we plough back the growth in the gross national product, to effect jobs and employment that way, and then see where those jobs are, and what we need to do -- whether the questions are of moving people or training people, or whatever they happen to be.

I think there are many implications to what you say, Chuck, maybe beyond what this conference is aimed at dealing with. But I don't see personally that the OEO has had impact enough on the existing structures, that it has even recognized its own responsibilities in many of the areas we are concerned with so it could have an impact on the on-going programs, particularly as far as older workers are concerned, so we can say, "Go out of business because the on-going institution is doing it well enough," or "Turn to some other area where the job isn't being done."

I am not sure I have given you a specific answer but this is just a reaction to the kind of question you have raised.

MR. ASH: Mr. Chairman, may I rise to the clarification, if not the defense, of vocational education?

Your eminent panel of consultants -- and in my opinion your report* is a real milestone in public education which I would compare equally to that of the 1914 commission that set the stage for the passage of the Smith-Hughes Act three years later. It gave us a new charter. But I think it is a little early yet to judge whether it has even gotten off the ground, let alone done the good that you anticipated.

Four-hundred-million dollars in appropriations was recommended right off the bat. The Congress authorized $60 million and did not appropriate anything the first year. The second year's appropriation was $117 million, and most people don't know that many States never got a nickel of that until last May because of the complications of the law that just made them not eligible before that time.

So we have hardly had a full year of nationwide experience in vocational education under this great new act to judge it by.

With respect to the comments, I think the Manpower Development and Training Program did a great deal for us in vocational education in finding ways to do things that had not quite been our cup of tea up to that time, you know.

I don't know how much farther to go in response to the comments of Mr. Woods of Connecticut.

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* Education For A Changing World of Work, Report of the panel of Consultants on Vocational Education Prepared at the Request of the President of the United States, U. S. Office of Education by the U. S. Department of Health, Education and Welfare, 1963.

You know, vocational education was the butt of a great many criticisms, many of them justified, but, Mr. Chairman, in your State, prior to the passage of the Vocational Education Act of 1963, the amount of Federal monies that came to your local communities was to the extent of four cents on the dollar of each vocational teacher's salary. And this is not a great fund to assist the State and local authorities in the promotion of a program.

It has been said that one of the crying needs was then, and still is, for school houses in which to conduct this instruction. And I am sure New Jersey's appropriation under the Act of 1963 will hardly produce more than one or maybe two good vocational school buildings. So we are not flooded with appropriations that will enable us really to make a staggering mark in the first year or two.

I should like to think it might be possible to have an on-going school district -- take somewhere in the great state of Connecticut -- to try the experiment of conducting a program with the same amount of funds that, say, are available to one or more agencies that benefit by some part of a billion dollars appropriation -- to do the same thing.

MR. HOUSTOUN: Vocational education has made marvelous strides. In many states they once took pride in how many boys they turned down because of low qualifications, and now they take pride in how many they can include.

I don't think, though, we have solved all the attitude problems. A noted authority on Adult Basic Education -- one who is operating under the Economic Opportunity Act -- has assured me that this Adult Basic Education is being applied to the poor for the following purpose: "To make them cleanly, honest and sincere;" -- the major objective is to "change their moral and spiritual values."

This man is not a religious fanatic. He is a responsible public educator operating today under the Economic Opportunity Act. I had assumed that Adult Basic Education was attempting to improve the literacy level of 10 million adults.

MR. STURM: My question relates to training and retraining of workers on the job which I know has not been covered up to now and I want to get a little help from the panel or anybody in this room on a project related to what Mr. Ash spoke of. At the Department of Labor we are now engaged in a project I think may have tremendous value in this whole area. We are doing a study, part of an international project, on the subject of redesigning jobs to fit the needs of aging workers.

Our basic problem is this: We'd like to know about American firms that are doing this. There is a lot of information about foreign firms that are. In a nutshell, if anybody here knows of any, we want leads. Please give them to me or to Mr. Mitnick sitting at my side here.

MR. HOUSTOUN: The only example I have from memory is the representative on the National Advisory Committee from Inland Steel -- Mr. Block.

MR. STURM: We know about that.

MR. DIETZ: Try Kopas at Republic Steel in Cleveland.

MR. HOUSTOUN: I think one of the things this discussion has pointed up was the advisability of NCOA, perhaps the Employment Committee, making a quarterly assessment of the status of older workers with respect to some of the programs we have discussed today and perhaps issuing an annual report on the needs of older workers and the degree to which the programs under discussion meet those needs.

MR. ODELL: We will be glad to make that recommendation if we can be assured by Norman Sprague that he will make logistic support available of the type he was mentioning last night. A mutual friend, running a consulting service on computer programming, has hired three retired Chinese laundry men with an abacus, and an elderly typist who can use an IBM typing machine to put the stuff out in proper tabular form.

MR. HOUSTOUN: My money is on the abacus.

May I thank the panel for standing up here with me in the face of occasional fire, and, particularly, our recorder who didn't have even the advantage -- would you like to make a comment now?

MRS. VERANT: No.

(Laughter.)

MR. HOUSTOUN: And thank you all for sitting with me in this icebox for so many hours.

(Applause.)

(Whereupon, at 5:20 p.m., the panel session was adjourned.)

DINNER MEETING

The dinner meeting was convened at 8:30 p.m., Monday, January 17, 1966, Dr. Juanita M. Kreps, Department of Economics, Duke University, Vice Chairman, presiding.

PROCEEDINGS

DR. KREPS: Ladies and gentlemen, you have already been welcomed by Garson Meyer, President of the National Council on Aging, and by Mrs. Mathiasen, the Executive Director for the Committee on Employment and Retirement which Mr. Shelley and I represent. May I add our own good wishes for the next two days' effort.

I should like to introduce the people at the head table.

At my extreme right, Mrs. Stephen Hart from Denver, Colorado, a member of the Board of the National Council on Aging.

Next to her, Charles Odell whom you know, of course, Director of the Older Workers Department of UAW.

And next to Chuck, Dr. Ellen Winston, Commissioner of Welfare.

Next to her, Mr. Edwin F. Shelley, President of E.F. Shelley Company in New York and Vice President of the Council on Aging.

Next to him, Mr. Bushnell who will address you later.

On my left, Garson Meyer who is President of the National Council.

To his left, Dr. R. Meredith Belbin who spoke this morning who is consultant to the OECD in Paris.

Next to Dr. Belbin, Mrs. Ollie Randall, Vice President of the National Council on Aging.

To her left, Mrs. David Bushnell.

To her left, Dr. Curtis Aller who is Director of the Labor Department's Office of Manpower Planning, Evaluation and Research.

Next, Miss Margaret Schweinhaut, Chairman of the Maryland Committee on Aging; and then, Mr. Bernard Ulrich of Basic Systems, Inc., Xerox.

DR. KREPS: Now, there is a group in this room that you should meet.

I should like to introduce, and then ask them to stand, the members of the National Council on Aging staff who are here and who will be working with you for the next two days.

Mrs. Zoë Fales Christman. Will she stand?

(Applause.)

She is in charge of the whole conference.

Miss Frances Schon. Is she here?

(Applause.)

Miss Irma Rittenhouse.

(Applause.)

Miss Marilyn Nicholas.

(Applause.)

Miss Elizabeth Calvert.

(Applause.)

Mrs. Sally Lazares.

(Applause.)

Mrs. Rebecca Eckstein.

(Applause.)

I know that all of you know Norman Sprague, but I think you might not know that Norman was married recently. And I should like to introduce Mrs. Norman Sprague.

(Applause.)

Norman is allowed to stand, too, if he wishes.

One of the joys of working with the National Council on the Aging is that it seems to attract good people with good senses of humor and with verve and with a certain amount of daring. Foolhardiness, in other words. It takes some courage, I think, to parade the needs of the older worker when the world is entirely youth-oriented. Where else can you find such foolish souls as Chuck Odell who argues for retraining regardless of the age of the worker and for better pensions regardless of the age of retirement.

(Laughter.)

And who but this audience would spend three days of its collective time which amounts to a great many hours of some fairly high-priced talent in the search for ways of keeping older workers employable when the market is such that even younger, better educated workers are often without jobs?

In search for answers to these questions on manpower training, it is our hope that some new techniques may emerge. Whether or not, in these three days of study, we do develop any new methods, the National Council on the Aging has the perverse quality of continuing to ask the questions and toting up the answers from such experienced people as yourselves.

Now, such persistence in asking for answers reminds me of a story which I promise quickly is not the same story I have been telling to some of this audience --

(Laughter)

-- which really made everybody very nervous.

It comes from a ten-year-old son. And I think this is surprisingly sophisticated for such an age group.

He says that a lion was going charging through the jungle feeling very, very superior and demanding to know who is the king of the jungle.

First, he meets a gorilla. And he says, "Who is the king of the jungle?"

And the gorilla says meekly, "You are, oh, lion."

He charges further into the jungle and meets a rhinoceros. Again, "Who is the king of the jungle?" And again, "You are, oh, lion."

And then he meets an elephant. And once again he demands, "Who is the king of the jungle?"

And the elephant doesn't bother to answer, but instead wraps his trunk around the lion and throws him high into the air. Whereupon, he falls with a thud to the ground. And he scrambles to his feet and says with some chagrin, "Well, you don't have to get so mad just because you don't know the answer."

(Laughter.)

I think our humor will remain if we do not find the answers. But we have, in fact, invited a speaker tonight who certainly knows the questions and, I suspect, a good many of the answers involved in the work that we are doing.

I wanted to introduce him, but Mr. Shelley has pulled rank on me. And so I introduce you to Mr. Edwin F. Shelley who will introduce the speaker of the evening.

Thank you.

(Applause.)

MR. SHELLEY: Actually, I didn't think the National Council would ever let me introduce anybody again since last spring when I introduced the junior Senator from New York and took the occasion to deliver a lecture on automation.

(Laughter)

But I now have a story, as a matter of fact, to justify that sort of departure. It is about a fine wedding that took place in New York about a month ago in a rather large cathedral. It was a splendid wedding. Finally, the officiating member of the clergy got to the point where he said, "Now, before I perform the final part of the ceremony, is there anybody here who has anything to say about this?"

There was a dead silence, of course, and nobody said anything. Finally, a fellow rose in the rear of the cathedral and said, "Well, if nobody wants to say anything, I would like to say a few words about Texas."

(Laughter)

So I would like to say a few words about why Dave Bushnell is a man we will enjoy listening to, and who has something of importance to tell us. And, of course, it has to do with automation and the requirements which automation imposes on education.

I read in the plane coming down today the Economic Review of the Year which The New York Times publishes.

It said, for one thing, in a lead story in the third section, that automation is not, in fact, causing a revolution. It turns out it is just an evolutionary sort of a thing, and everybody is adapting to it slowly and satisfactorily.

And in case anybody doubts the wisdom, not to mention the veracity of The New York Times, the President's Commission on Automation, whose Executive Secretary will address us on Wednesday, is about to come out with a report which says, in substance, the same sort of thing. Automation is not something we have to get too excited about. There has been too much alarmism. In practice, the society is adjusting to the whole situation. And we will simply have to tune up the economy from time to time and everything will come out just peachy.

If I were a member of the university fraternity, I would write books from time to time. And I think if I did that, my next book would be entitled, "The Comfortable Consensus." I think this is a very comfortalbe sort of consensus. And I think it is perhaps rather wrong.

In the same New York Times today, there was a story about a television camera which is going to be used to send back pictures from the moon when our fellows arrive there. Hopefully, the pictures will not be of the Russian space ship settled down there; it will be rather of the lunar landscape and the other features which our scientific fraternity would like to analyze. They mentioned in The Times that this TV camera is a special one, using the techniques of micro-electronic circuitry or what is called molecular electronics. And instead of having 1300 components, this camera has 250 components, approximately one-fifth of what it had before.

Well, implicit in all this is that the things now required of people can in the future be performed by machines. And whereas now the machines cost a lot of money, in five years, 10 years, 20 years, machines won't cost very much money at all. If a computer now costs $5,000 a month, it can only be used for certain things, and people are used for the other things. If a computer costs $50 a month -- the very self-same computer with the self-same capability -- this is going to make a mighty difference in what people are going to be able to do. Then, economically, people are not going to be able to do the jobs which machines can do.

So what is required, obviously, is a complete reorientation of our education. And the point of this whole business is that even if it is going to take 10, 15, or 20 years until we get to the point where machines are doing things which people now do and which people won't do then, if we are to meet the crisis of employment, even in the next 10 years or 15 or 20 years when suddenly there will be a great problem as to what people will do, we have to start the reorientation of education today. Because it will take 10 years or 15 years or 20 years to see the results of that reorientation.

The horizons of vocational education have been greatly broadened in the last few years. And in large measure, I think it is a tribute to David Bushnell that this is so and that they are continuing to be broadened, rapidly.

I am supposed to say what Mr. Bushnell's bona fides are, but I think the most interesting thing to say is that he is a high school dropout -- of a very special kind. It turns out that he took advantage of this special University of Chicago situation some years ago, so that when he finished two years of high school, he was able to go to the University, and in three more years he not only completed his high school work but obtained his Bachelor of Arts degree. And he subsequently did graduate work at Chicago and also at the University of Washington in Seattle.

He is presently, of course, the Director of the Division of Adult and Vocational Research at the U.S. Office of Education. And he is a fellow of the American Sociological Association and a member of the American Educational Research Association.

I would like without intruding further on his time to introduce Mr. David Bushnell.

(Applause.)

MR. BUSHNELL: Now that you have heard the principal speaker of the evening, I would like to close with a few remarks.

(Laughter.)

Up until now, Ed has been one of our most successful applicants for research monies in the Office of Education.

(Laughter.)

I thought it would be appropriate tonight to share with you a few facts and figures about what has happened to our older workers and their level of educational attainment.

I had the opportunity just yesterday to look into some of these statistics and found, interestingly enough, that three-fifths of those who are 55 years old and over have less than a high school education. One-fifth of this same group have less than eight years of schooling.

If you contrast the 55-and-over group with those 20 to 30, you will find that at least two-thirds of the younger group have high school diplomas or higher.

And according to a recent report of the Secretary of Labor to Congress, 10 per cent of our workers in the age group 45 years or over are functional illiterates.

This recital of statistics reminds me of a gentleman I ran into on the plane one time who was a statistician. He was on his way to a distant conference. And he looked very nervous.

I said, "Well, isn't that a rather odd state for you to be in? You are obviously a man who has traveled a good deal and has seen the world."

And the fellow said, "Well, actually, up until just a few months ago, I didn't fly at all."

I said, "What led you to that predicament?"

Well, he had actually determined that the probabilities that there would be a bomb on board an airplane were so great, he didn't want to take the chance.

I said, "How did you reason your way through to changing your mind on it?"

And he said he had not been altogether satisfied with these calculations, so he made some further calculations and determined that the probability there would be two bombs on the same plane at the same time would be so small that now he always carries a bomb with him.

(Laughter.)

It is not unlike the old maid who bought twin beds and hoped she could double her chances of finding a man underneath at least one of them.

(Laughter.)

I think it is ironic that the quickening pace of change in our technology has been such as to render obsolete, within a few years, much of the training and experience which in the past gave the older worker an edge over many of his younger counterparts. The experienced worker is no longer necessarily considered the most knowledgeable.

As unskilled and semi-skilled jobs steadily give way to numerically-controlled machine tools and automated production processes, there is a corresponding rise in the need for employees capable of operating and maintaining such equipment, in other words those with the educational capabilities to adapt to these kinds of requirements.

Management prefers to update and upgrade many of their loyal and trusted employees, provided these same people have the capacity for continued learning. Frequently an experienced, educated worker carries out his work with a minimum of time expenditure and wasted effort. His record testifies to his reliability. Given the added opportunity to improve himself, he may well be a continual asset to the corporation.

The hiring of younger persons involves considerable orientation and training, often at some risk. With the sizable investments that are being made today in tools of production, mistakes can be costly. Thus, technological changes offer new opportunities, but, all too often, these are available only to those who can qualify and have already acquired the necessary basic learning skills. For others, the prospect of change is threatening and disquieting. Many lack the literacy skills which are a prerequisite to continuing self-development. Adaptability must be redefined to include, not only the desire to take on new responsibilities, but also the capability to acquire specific skills and knowledge. How we develop these desires and capability, I think are the fundamental questions facing those of us hoping to assist older workers in adapting to an unstable or changing era.

Recognizing the need which many mature workers have for acquiring new skills as well as maintaining their own individual learning abilities, I would like to examine some of the more recent efforts in educational legislation which have focused on the unique capacities and limitations of those 45 years of age or over. In so doing, I am afraid I will reveal an absence of an extensive effort, one that has been widely articulated, to meet the needs of these workers.

This will lead me, I hope, to suggest some positive positions and ideas for future legislation. But before we begin to examine the shortcomings, let me concentrate my attention on some recent legislative achievements.

We need to recognize that the rapid proliferation of adult education programs within our communities has only occurred within the last decade. Our community colleges and our public high schools offer a rather wide assortment of educational fare. The fact that a great proportion of Americans now complete elementary and secondary schools, a greater proportion, I should say, than do citizens in other countries, gives promise of greater participation of older persons in subsequent years. A wider variety of adult educational offerings for students of various background and ability levels is now available.

Recently, we have attempted to provide large numbers of illiterate adults with access to basic literacy training. The passage of the Economic Opportunities Act gave an important and needed impetus to this field of endeavor. Recognizing such achievements should not lull us into complacency, however, nor deter us from furthering and strengthening our advantages in a world which has grown, at one and the same time, better educated and more competitive.

Several recent pieces of legislation give promise of helping to push forward this frontier, leading into a period where young and old alike have complete access to intellectual pursuits geared to their individual learning abilities and interests. I would like to just review very briefly for you some of this legislation and then move on to talk about what I think are needed efforts in additional education research and development for the mature worker.

The first and probably most dramatic piece of legislation in the last couple of years has been the Economic Opportunities Act of 1964. It provided the first federally-supported, large-scale attempt to provide adult basic education programs.

Just to give you some idea of the magnitude of this important program which, as you know, consists primarily of adult literacy training, we now have almost 200,000 people enrolled in basic literacy training in 49 States across the country and some $30 million being expended during this fiscal year.

An indication of the tremendous desire and need for this kind of education can be determined from the fact that within only three months after the beginning of the program, 37,000 people enrolled in 45 States.

I understand the other day there was a man who reported to one of the adult literacy programs who had been reading about the war on poverty. And he simply walked up to the registrar and said, "I want to know where I should surrender."

(Laughter.)

Actually, that was a letter addressed to President Johnson, but I didn't want to make that reference. This was a fellow filling out his income tax return.

Another recently enacted piece of legislation has been the Older Americans Act of 1965. This Act establishes or provides for three basic programs.

The first permits loans and grants to States to support the development of institutional programs, community programs to carry out assistance to older persons. And this particularly, I understand, is geared to the need for education and training of older workers.

Second is a research and development capability which permits grants to support studies which will add to existing knowledge about the aged, their problems and possible solutions.

The third portion of the program permits grants to institutions to provide training for people who will be working with the problems of the aged.

I understand that there are plans afoot and underway within the Department of Health, Education and Welfare to implement this effort very soon.

The Higher Education Act, 1965, also authorizes Federal grants to strengthen community services, and continuing education programs to assist in the solution of community problems such as housing, poverty, government, recreation and related areas. Approximately $10 million has been allocated -- considerably less than authorized, I must add -- for the support of such efforts.

You might be interested in some of the activities that can be funded under Title I of the Higher Education Act:

Seminars for architects, police, city officials, social workers, et cetera.

Seminars for community leaders.

Training in providing educational services for the aged.

Training in leadership and programming for non-profit voluntary associations and civic groups.

Services related to labor and management education.

Here, again, I think you can look to the Higher Education Act for monies to support community development efforts at the local level.

The Elementary and Secondary Education Act of 1965 has in it a provision for the development of educational laboratories and development centers around the country. These are being administered in the Office of Education. They have as their goal the establishment of new institutions for the purpose of supporting programs in research and development in education.

We hope, those of us who are concerned with research in adult education, that these institutions will offer the American educational community a significant new resource for reducing the lead time between the identification of better educational methods and their actual practice at the local educational level.

These laboratories are designed to identify and assess educational needs, begin new programs to meet these needs, field test these ideas, and then disseminate the results to other institutions around the country.

While none of the laboratories or research development centers has as its primary responsibility the problem of educating the older worker, it is certainly conceivable that this group will receive increasing attention. Those centers which are involved in the study of school organization and educational administration at all levels will be addressing themselves in part to the problem of adult education and the training and retraining of the mature worker. Those centers which are looking into the question of individual and cultural differences in education and how these differences affect the learning process will also find themselves inevitably involved in the problems of adult education.

Under the Manpower Development and Training Act and under the Vocational Education Act of 1963, we have seen a very significant development of late. That is in the whole area of occupational training. Area Skill Centers are being set up which provide for an expanded use of multi-occupational training programs. This approach provides the trainee with greater employment potential and flexibility if and when the specific job in which he is now employed becomes obsolete. Use of the Skill Center makes possible attention to the development of communications and social skills, in addition to the usual manipulative cyclomotor skills. In the case of the older worker, attention can be given to the need for counseling which can assist in orienting the retrained older worker to his new job or his new role in a different working environment. The multi-occupational training approach is largely an outgrowth of the recent amendments to the MDTA and of the Vocational Education Act of 1963.

I would like to spend the remaining time describing to you the specific kinds of efforts we are engaged in in the Office of Education, under authority of the Vocational Education Act of 1963.

The implications of this Act for occupational education in the United States are, I feel, immense. Congress intended to strengthen vocational education, to adjust earlier legislation that dates back as far as 1917, so that new occupations as well as the more traditional categories can now be served. The Act provides, we think, renewed hope that our nation's vocational programs and institutions can be made to adapt to these changing demands.

Much of the criticism in the past has been that we have concentrated on jobs that are becoming less and less available in the field of agriculture, home economics, trade and industry. The demand was that we shift and refocus our attention on those emerging occupations that we see coming in the next five, 10 years.

The Vocational Education Act is designed to serve persons of all ability levels and backgrounds and targets on helping present and prospective members of the labor force acquire the basic knowledge, the occupational skills and personal characteristics that will enable them to lead fully satisfying lives as self-sufficient and economically productive individuals. Let me restress that: the basic knowledge is important, in addition to the usual kinds of occupational skills that have been characteristic of vocational education programs in the past.

This expanded and broadened program in vocational education has in it a provision for research and development which we think will help to realize the bold expectations of the new Act. To bring this about, the Office of Education has allocated 10 per cent of its total funds for the support of pilot research training and demonstration efforts in behalf of vocational and technical education. This is an amount in excess of $50 million through fiscal year 1967. This portion of the annual appropriation for Federal support to vocational education has been slated to be used by the Commissioner of Education to make grants, not only to colleges, but to State boards, to public or non-profit research agencies and to local educational institutions.

There also is a provision, under the Act, for States to allocate at least three per cent of their funds for the support of research and development efforts.

It is obvious from the scope of this effort that research and development will have a real part to play in adapting vocational education and occupational preparation to the dynamic pattern of economic opportunity in the United States.

We have been engaged in the last year and a half in trying to structure a research and development effort, picking, from a wide variety of applications for research grants, those that we think will further enhance attainment of the kinds of goals we have set for this area of activity. There has been a whole host of proposals designed to enhance and implement the instructional techniques and methodologies now employed, some of which are quite obsolete.

One of the most attractive, and I thought particularly applicable to the mature worker, was one underway at Stanford University in Palo Alto, California, where I was before coming here. This was a very important research effort. It was a rather simple idea that they were propounding, however.

What they were doing was trying to develop a new kind of teaching machine. This was a simple device. It actually consisted of a large red button. It was standing here, and the trainee, the student, was required to push on this button. And it pushed back and gave him a feeling of being wanted.

(Laughter.)

We have funded several programs of late which relate to the needs and interests of the older worker. Let me just describe very briefly some of these as examples.

One of the studies at the University of Michigan is an Experimental and Demonstration project in pre-retirement education. The purpose is to test the effects of participation of workers in a group discussion type pre-retirement education program.

Another program at New York Institute of Technology, one that I am sure Ed could provide us with some further insights into, because he is a part of this effort, is a special training process called, "The Equivalent Response Learning Technique" in teaching manual and other motor skills to older workers.

A study at the University of Missouri has been designed to help in the development of adult vocational literacy materials and the training of teachers in the use of these materials. It is hoped that this particular approach will result in a series of basic literacy reading materials oriented to vocational and daily life experiences of illiterate and semi-illiterate adults.

There are several other projects which relate to developing further knowledge regarding how adults learn, who are the adult education teachers, what are their special qualifications and needs, and most important, what is the scope and utilization of adult education in the United States and what is the projected supply and demand in this field.

I wanted to go through and not only describe the kinds of research we are now engaged in, but to open up some of the questions we would like to see proposals submitted on. These are questions on which we have not yet received appropriate proposals and research requests. I thought it would be in order tonight to just briefly go over some of these.

The emergence of adult and continuing education as a separate and recognizable discipline in education has been emphasized by the emergence of this new Federal legislation. The proliferating activity makes clear the need for planning for greater leadership in the field of adult education.

Many previous attempts at planning have failed, however, because of the complete lack of knowledge about the number and kinds of adults presently engaged in educational activities and about the number and kinds of courses and programs available to these adults. It is not possible to build a sound plan, planning program, for adult education without a more accurate picture of the size and scope of the current enterprise.

We feel there should be considerable priority given to this question: to determine the present extent of participation in adult and continuing education activities.

A second undertaking of perhaps equal importance is the assessment of the kinds of courses and adult education programs currently available in the country. The magnitude of this task is indicated by the fact that substantial programs are offered by such agencies as the Armed Forces, the Department of Labor, the Department of Agriculture, college and university extension programs, junior and community colleges, proprietary schools, industrial firms, labor unions, public school systems, libraries and museums, and a host of private organizations and agencies such as the YMCA and the Great Books Foundation.

It is very difficult for this group, this wide spectrum of institutions and organizations involved in adult education to get together and mount a campaign with Congress to get the appropriate funding that they need to carry on their enterprise. We would like to initiate separate studies of the adult and continuing education programs of these organizations and agencies in order to ascertain the appropriate role that each should play and is playing in the field.

A third priority for research in adult and continuing education should be an attack on the problem of how adults learn. The Social Science Research Council is currently seeking information about research in this domain. With this as a starting point, we would like to support basic research projects on the process of adult learning.

A fourth priority area is one, we think, of immediate need, in view of recent Federal legislation requiring rapid training of teachers and leaders for adult and continuing education activities. We feel that there should be additional support of experimental and pilot programs which seek to define the basic knowledge and skills required by teachers of adults. If you have had the experience, as I have of many adult educators trying to adapt and apply the same techniques they have become familiar with as teachers of younger students, you will notice how inappropriate these techniques are.

A fifth area of need is for study of the ways in which organizations and agencies offering adult and continuing education can be coordinated in bringing their resources to bear on areas in which there is a critical need for action. Since this is a particularly difficult problem to solve, there might be a series of small group conferences held in various locations around the country, for pooling of recommendations as to how we can best coordinate the diversified and somewhat fragmented effort by adult education agencies.

I think we also need to develop curricula covering the entire range of knowledge that illiterate and semi-illiterate adults need to enable them to live successfully in the urban areas. Since they are frequently handicapped in the amount of knowledge they can glean from magazines and newspapers and since television and radio coverage is frequently limited to very spotty announcements about available job opportunities, we feel there should be a new curriculum devised for giving these people the information they need about the legal and financial resources availalbe to them, community health programs, public facilities for job training, ways of seeking employment, and all of the other information that the disadvantaged person urgently requires to live in an urban environment.

These are but a few of the questions that the Vocational Education Act and other legislation press us to formulate and attempt to answer. There is no doubt the answers we find will thrust us forward to additional questions until, hopefully, continued questioning will be the constant impetus for improvements in our adult education enterprise.

It seems important to recast some of our basic attitudes towards adults in the learning environment. I feel that we should perceive education, not as an obstacle course deliberately designed to eliminate a certain percentage of the participants -- and frequently I find we have done this with the adult who wishes to participate in a continuing education program -- but as a way to enrich the lives of those who have undertaken to participate in available educational enterprises.

If we design our programs properly, there should be no losers, only winners. To achieve this kind of goal, education -- and I am particularly concentrating my attention on adult education -- must be geared to the greatest extent possible to the individual needs. Ways must be found to provide each student with basic and occupational education at the time he will benefit from it most.

The failure of an individual to acquire the essentials of a basic and occupational education is not so much his failure as the failure of educators to devise an effective vocational education system. How to inaugurate such a program is perhaps the greatest educational challenge facing our country today.

I would like to close with the comment that while there is evidence of attention to the problems of the mature worker, the older worker, in making available to him continuing education opportunities and gearing our instructional methods and techniques to his individual needs, it has not been at all of the magnitude that is required to resolve this area of educational development. I think that groups such as yours can be very effective in mounting a campaign to get Congress to focus their attention perhaps first on the need for additional research and development and then to implement the findings of this research in new kinds of organizational patterns, new kinds of administrative arrangements, that will allow the proliferation of adult education programs at the local community level.

I will close with those remarks and encourage any of you who have research interests, who have the research orientation, to join with us in this endeavor. We think there is a tremendous opportunity ahead for investments in this enterprise.

Thank you.

(Applause.)

DR. KREPS: Thank you, Mr. Bushnell.

Such a splendid address almost makes me willing to agree that the Office of Education was justified in stealing one of our brightest young men from North Carolina recently to make him Commissioner of Education. We have not suffered such a loss in North Carolina since the day when Washington stole another person to make her Commissioner of Welfare.

I nelgected to introduce to you, when I was introducing the staff, "Skip Hobson," Mr. Meredith H. Hobson, who is Director of Development for NCOA. I wonder if you wouldn't like to meet him, too.

(Applause.)

In closing the evening's meeting, I would like to call without warning on Dr. Belbin because he told me during the happy hour that this morning when he spoke, he had to rush. And as a result, he left out one of his best jokes.

(Laughter.)

And I think that would be a good note on which to end.

Dr. Belbin.

(Applause.)

DR. BELBIN: I think that is a very unfair trick to play on me. And had I known, I might not have turned up for this dinner.

But I was only going to refer this morning to one point, an observation we might profitably use to conclude this very enjoyable evening, about the middle-aged businessman who returned to his college 25 years later to see how his son was getting on.

Arriving in his son's room, he picked up the Economics examination questions. He thumbed through, and was astonished by what he read. And he said, "Son, these examination questions are exactly the same as were set for me 25 years ago."

And his sone said, "Yes, I know, Dad, but it is the answers that are different today."

(Laughter.)

Well, I feel quite seriously that this is the case with the training of older workers. I began my study of aging as a very young man who had just graduated and, in so doing, was preparing myself for what you call in the United States "senior citizenship" in the long term.

(Laughter.)

And at first, as a very impressionable young man, I was struck by what a terrible process aging was. Visual acuity began to decline in the early teens, and everything else declined just a few years later.

(Laughter.)

In fact, intelligence fell off so very seriously I couldn't think what the older generation was doing ruling us at all.

(Laughter.)

And then when it came to training, trainability and learning ability, this, indeed, was a very serious and depressing situation. And I think we have only begun to discover quite recently what wonderful opportunities exist for instituting training programs that can reach out so very much further than we had realized due to the development of refined and professional techniques.

I was enormously impressed, when I made a visit to Louvain on the French-Belgian border a few weeks ago to find that the Formation Professionelle des Adultes* had developed a special scheme for retraining their hard-core unemployed textile workers, all older people, many of whom had been unemployed for long periods of time. They were being given a 12-week training period to equip them as craftsmen's mates. In the first fortnight or so they made hardly any progress at all. They had enormous difficulty in adjusting themselves to a training institution. But at the end of the 12-week period, they were making wonderfully rapid progress in such extraordinary subjects as electricity, to equip some of them to be electricians' mates.

The transformation which they experienced was phenomenal. And they expressed their appreciation by engaging in an activity which I understand was unique for that particular institution. They presented all their instructors with flowers when they finally left the course.

The local authorities found that on the completion of this 12-week training period, these "unemployable" people, who couldn't be placed, had three job offers per trainee.

I think it is very inspiring to see some of these pioneer studies which are being carried out in all different parts of the globe, opening up these wonderful possibilities for the application of research and the development of new vistas.

And I feel this about the momentous conference which you have organized here. I must congratulate the wonderful initiative of the people who have been responsible for making this an historic landmark. I feel that when I was a young man, such a conference would have been unthinkable. And possibly it would have been unthinkable about five years ago. Now it has come into being, and I feel this is the beginning of a wonderful new era in which these dreams and visions will materialize.

(Applause.)

DR. KREPS: The meeting is adjourned.

(Whereupon, at 9:25 o'clock p.m., the meeting adjourned.)

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* Official French agency concerned with accelerated retraining of adults for new employment.

General Session

Tuesday, January 18

The general session was convened at 9:08 a.m., Tuesday, January 18, 1966, Mr. Charles E. Odell, Conference Chairman and Workshops Coordinator, presiding.

MR. ODELL: Good morning.

The presiding officer at this morning's session is Dr. Sar Levitan who is an economist with the W. E. Upjohn Institute for Employment Research. He has been connected with the Institute since 1963 and is currently preparing, under a grant from the Ford Foundation, an evaluation of the Federal anti-poverty program.

He is a graduate of the City College of New York and has his Master's and Ph. D. from Columbia University. He has combined academic and government work. He was formerly Research Professor of Economics at George Washington University in Washington, taught Economics at the State University of New York and Johns Hopkins. As a government economist he was deputy executive director of the Presidential Railroad Commission, a staff member of the Legislative Reference Service in the Library of Congress, and in that position he acted as research director of the Senate Special Committee on Unemployment and as a consultant to other Congressional committees.

Since 1961 he has also served as an economic consultant to several Federal agencies.

He is author of many publications, including one that touched me personally because he, I thought, made the most penetrating and cogent analysis of the recommendations of the panel of consultants on vocational education of any that I saw. I got into a minor dialogue with him over some of the things he said about the panel, which I happened to agree with.

We are delighted to have Dr. Levitan here this morning to preside at this session.

(Applause.)

DR. LEVITAN: Thank you, Chuck.

Well, that was quite a long introduction -- to make sure that I will age by the time I qualify to be a chairman of this meeting. (Laughter)

We have two distinguished speakers for this morning. The first is Mr. Robert Bowman, Chief, Division of Technical Services, Bureau of Apprenticeship and Training, in the Department of Labor.

He has been with the Department of Labor for 20 years. He comes from Kentucky, the horse country, from Lexington, and he joined the United States Department of Labor some time around 1945, I think.

Since 1956 he has served as Chief, Division of Technical Services.

Mr. Bowman is going to speak on the subject of "On- the-Job-Training -- Its Potential for Older Workers."

I might add a personal note before Mr. Bowman speaks. He heard this Saturday that his son was shot down in Vietnam. Yesterday he received a notice that it is only first and second degree burns and that he will be back on duty very soon.

Bob, the floor is yours.

(Applause.)

MR. ROBERT BOWMAN (Chief, Division of Technical Service, Bureau of Apprenticeship and Training, United States Department of Labor):

I am awfully glad to be here this morning. I probably wouldn't have said that on Saturday. But, as Sar said, we found that our oldest boy is in no serious condition and will return to duty. We are very happy.

It is a privilege for me to participate in this program with you. And I would like to say to start off with that, in my opinion, the On-the-Job Training portion of the MDTA training is probably the best way that we can face the training of the older workers. Because mature workers who find themselves out of work have special problems.

The Manpower Development and Training Act, enacted in 1962, was for the express purpose of training the unemployed, the underemployed, those whose jobs have been eliminated, those faced with the problem of working with new materials and new techniques, for the economically deprived, so it would fit most any category you can get.

For example, we have recently signed a contract, a prime contract, for the training of the mentally retarded, a group heretofore that's been very hard to train.

The MDTA Act provides for institutional training, On-the-Job Training, or a combination of the two. Institutional training is conducted in a classroom, as you realize. Usually the trainees receive subsistence from the government.

Now, On-the-Job Training is unique in the fact that it takes place at the work site, at the job site, under the supervision of a skilled worker or skilled craftsman or competent instructor. From the very first hour the trainee starts work he holds his head up as a productive member of society. He is now employed and receiving wages in the community while being trained.

On-the-Job Training, as I said, may be coupled with institutional training in order to give the trainee the technical instruction that he might need.

Responsibility for the On-the-Job phase of the Manpower Development and Training Act has been assigned to the Bureau of Apprenticeship and Training with which, as Sar told you, I have been associated for more than 20 years.

The Bureau is authorized to contract with individual employers, labor unions, management associations, trade and industrial associations, municipal and State governments, public or private groups, or any agency to conduct training under their own contract.

The Bureau has developed a number of On-the-Job Training contracts with national associations and with community organizations which serve as prime contractors. These associations and organizations make arrangements with their members or the community to conduct the training under their own contract.

If the program meets the requirements for training, the training group can be reimbursed for such items as wages and salaries at the going rate in the community or within the industry, as well as salaries for instructors in the training program and supervisors, if they are provided for in the contract, and clerical work.

Training projects which result in the curtailment or replacement of existing training programs will not be approved, nor will training agreements be approved where abnormal labor relations exist in the training facility. I mean by that labor disputes or strikes, etc.

Wherever there is a collective bargaining agreement with the training facility and it covers the workers to be trained, an agreement to the training program must be received from the union involved.

On-the-Job Training projects will be approved for new branches and new subsidiaries of a business if it has been determined that there is no intent to curtail or close down any operations of the existing establishments. We are not in the business of creating unemployment.

On-the-Job Training proposals will be considered only when the training would not result in increased unemployment in any location where the firm may have operations.

Now, just what does an employer or an association or a group do in case they would like to get on-the-Job Training under the Manpower Development and Training Act?

The first step is to file a declaration of interest with the Bureau of Apprenticeship and Training of the Department of Labor. This form can be obtained from the Bureau's office or from any State Employment office or from any State or local vocational school office.

The filing of the declaration of interest form in no way obligates the group or the association. It is exactly what it says. It is a declaration of interest, an inquiry.

Upon receipt of this declaration of interest, a field representative of the Bureau of Apprenticeship and Training or a representative of a State Apprenticeship Council, if there happens to be a Council in that State, will visit the applicant and advise whether or not the training will be approved or is approvable under the Manpower Development and Training Act. And then you proceed from there.

If it is approvable, the second step is the filing of the initial training outline, the proposal.

The proposal lists those items for which reimbursement is requested and a full outline of the training to be involved.

This, then, is reviewed by the Bureau of Apprenticeship and Training, by consulting with the Bureau of Employment Security to determine if there is a need for training in that area at that time, and also as to subsistence allowance.

We also have consultation with Health, Education, and Welfare if related technical instruction is involved, and always with local Manpower Committees to get their concurrence.

When a preliminary plan is reviewed, a final proposal is submitted, and then a contract is negotiated. If satisfactory, it is approved and a contract executed between the training facility and the Bureau of Apprenticeship and Training.

The Bureau's field representative or a representative of the State Apprenticeship Council or a State agency is then available to the contractor to assist in setting up the program.

This is very helpful to the firm, organization or association, inasmuch as there are legal and regulatory requirements.

One such requirement is that trainees must be selected without regard to race, color, creed, sex, national orgin or physical handicap.

In those instances where a staff is provided for in the training contract, such as a training coordinator or training director or assistance for clerical work, the Bureau representatives are available to orient and train the staff.

Now, as you know, the government takes a hard, close look when Federal funds are involved. Therefore, the Bureau must be certain the training standards will be maintained.

Among these training standards is insurance that an adequate training content exists, that the training will continue for the full length of time that is specified and long enough to give the required skills, that there are adequate and safe training facilities available, that there are adequate numbers of skilled people to do the training, that there will be maintenance of records, also that the trainees will be paid the going rate for learners in that area or in that industry.

You might want to know what has been done in some of the On-the-Job Training programs.

Well, preliminary figures we have for 1965 calendar year indicate nearly 3,800 On-the-Job Training contracts were signed and executed. Under this nearly 3,800 contracts almost 5,900 projects were put into effect, and a total of almost 82,000 trainees participated under contracts calling for an expenditure of nearly $32 million.

More than 21,000 participants completed training, and of this number 94 per cent were retained in the jobs for which they were trained.

These efforts of the Bureau proved especially beneficial to the older worker, although not specifically aimed in that direction. On-the-Job Training in 1965 gave more emphasis to retraining and demonstrated that an experienced man can be retrained. The most encouraging figures we have show that during 1965 the percentages of trainees 45 years of age and over ran to nearly 11.5 per cent. Now, this is above the slightly over eight per cent for the previous calendar year. Interestingly enough, the percentage of trainees in the 35 to 44 year group remained about the same, at 14 per cent.

I am quite sure I can justify my opinion that On-the-Job Training under the MDTA Act is the most effective way to train older persons who are out of work.

In the first place, the older worker is not oriented toward a classroom setup. He's willing to learn on the job where he has experience, but he doesn't want to return to school. The classroom atmosphere, he feels, gives him a loss of face.

It has been fairly well proven that the most effective on-the-job training projects for the older worker are through community-sponsored work where you have the full backing of the community and the business people in the community to hire those who will be trained. Now, if a man is trained for a specific job in a community where he has roots, where he has his family, where he owns his home or where he has his mortgage, he's going to be satisfied if he doesn't have to pull these roots and move some place else. We have to be realistic and face the fact that the older worker is not as mobile as the younger, nor is he as adaptable.

Let me give you a couple of examples of community projects that have been aimed at the older worker and that have been successful.

One is On-the-Job Training, Inc. On-the-Job-Training, Inc., in Evansville, Indiana, has placed 314 persons in training in the last 18 months. Of this number, 63 are over 39 years of age.

Trainees were such as a 51-year-old Negro with some college experience who had worked for years as a night attendant at a mental hospital and in his spare time did moonlighting on house repair work to supplement his income. He has now been trained as a housing inspector and is employed by the Redevelopment Commission in Evansville at nearly double his previous salary.

Another example. A 50-year-old trainee came from the hard-core unemployed. He not only was out of work, but he had a seriously ill wife. This man was trained as a production manager for the Association for the Blind.

Another 52-year-old man who had been employed as a truck dispatcher for years in a meatpacking plant will be out of a job this coming February 1st. The plant is closing down. Now, it was learned, through a relative of his who was employed in that area, that he was interested in dental laboratory work. On-the-Job Training, Inc. has located a dental laboratory in his town that is willing to train him, and beginning February 1 he will be trained and will be retained by that company.

An equally effective community project is that of the Chattanooga, Tennessee Full Employment Committee, Inc. The Full Employment Committee, Inc. has placed 1,005 trainees, of whom 203 are 45 years of age or over. One-third of the trainees are from the minority groups. In addition, the Committee has established training programs for another 500 citizens, 100 of whom are 45 years of age and over.

It is perfectly true that programs as successful as these in Chattanooga and Evansville don't just happen overnight. It takes a great deal of hard work, imagination, cooperation, and, above all, community support.

But it's worth it, and there's no reason why a broad-based community program should not have a special segment to handle the older workers.

However, the older worker is in no way ignored under the Manpower Development and Training Act, which was designed to train anyone who needed training.

The Act is written so as to assure equal opportunity with no special favors for any particular group or category of workers.

We who are involved in training workers know that the mature worker who finds himself out of a job has unique problems. We recognize that his maturity of judgement is a vital asset. But his ability to adjust to changes that have taken place and to new technologies and his lack of up-to-date skills are sometimes a drawback.

Many older workers have latent talents which can be developed for their own fulfillment to meet the manpower needs of the community and the nation.

Upgrading programs within industry through the assistance of the Manpower Development and Training Act are one approach, since the underemployed, as well as the unemployed, are embraced by the Act.

This means that we must activate the workers to take advantage of all opportunities.

I can see no reason why a prime contract to train older workers through MDTA-OJT cannot and should not be negotiated between the Bureau of Apprenticeship and Training and the National Council on the Aging, and I urge you to give it your fullest consideration.

As far as future planning is concerned, the Bureau of Apprenticeship and Training will continue to promote, assist and encourage the establishment of as many On-the-Job Training programs as possible. We will continue to give assistance in setting up those programs. We will continue to encourage community-sponsored programs particularly for the older worker.

We recognize the fact that a man 40 years of age and older who is out of work can look forward to another 20 to 25 years of satisfying employment.

The only reason the Bureau of Apprenticeship and Training exists today is to help industry, management, labor and the communities to uncover their manpower needs and to meet those needs through specific training programs.

We know too that many persons who are unemployed today are unemployed not because there are no jobs but because they are untrained to fit the jobs available. This is why we are devoting so much of our time in developing On-the-Job Training programs under the Manpower Development and Training Act.

We are ready to serve you at any time.

(Applause.)

DR. LEVITAN: Thank you, Bob, for an excellent summary of the activities and accomplishments of OJT and your work on behalf of the older workers.

We have to recognize that these speakers for this morning are both part of the "establishment," and I therefore want to stress that we are going to leave time for some questions or for somebody to possibly even suggest some criticism of the program.

Our next speaker has played an active role in practically every manpower program since the New Deal phase. That does not mean that he is old; it just means that he started out very young in this field of activity before it became so respectable. (Laughter)

He holds his union academic card from Ohio State University, a Ph.D. in economics.

Since 1962 he has served as the Director of the U. S. Employment Service.

His subject, naturally, as always goes with Lou, is the U. S. Employment Service and something. This time it's "The Employment Service Role in Meeting Older Worker Employment Needs."

DR. LOUIS LEVINE (Director, United States Employment Service, United States Department of Labor): Thank you very much, Sar, for an entertaining introduction.

Although I selected the subject of the role of the Employment Service in meeting the needs of older workers, I didn't select it in order to make a defense or present an alibi for the Employment Service. Instead, I wish to share with you some of the problems that confront it in meeting the responsibilities which arise in dealing with the employment needs of older workers.

At the same time I must be careful with a group like this not to take too much for granted. It is quite true that we are all working with one facet or another of the problems of older workers. It doesn't follow, however, that we all see alike or that our analysis stems from either a common background or our common objectives.

It seems to me that we ought first to at least recognize certain basic concepts affecting older workers, which in turn will determine the role of the Employment Service as it would almost any other institution dealing with their problems.

The first concept is the danger of assuming that there is a homogenity when we talk about older workers. People over 45 obviously do not all have the same problems. In terms of economic problems and problems of the job market and employment needs their problems vary greatly.

It makes a great deal of difference, for example, whether an individual comes to the job market with considerable background and experience and recency in employment but happens to be over age 45 and is seeking another job. It is quite a different story when one is in the job market, perhaps has been in the job market a long time without success in finding a job, and so there has been a considerable duration of unemployment. In that instance the individual over 45 has added a new liability in the job-seeking process -- the duration of unemployment. The duration of unemployment may be as great a liability as age or physical or mental handicaps or color of one's skin.

It also makes a great deal of difference whether the individual has really been counted out of the job market simply because he has failed to find employment and no longer seeks employment and he is over age 45. It makes even more difference whether that individual is one who is economically disadvantaged, culturally deprived, educationally deficient, is in a minority group, a Negro, and age 45. This doesn't bring together four liabilities; it represents 16 in my estimation. Because liabilities grow geometrically and not arithmetically when they are brought together in the same individual concerned with job market processes and seeking a job.

I wish to emphasize in the first instance the need for differentiation, the importance of the heterogeneity rather than the homogeneity among workers who are over 45.

Obviously, this at once gives rise to the recognition of the importance of the employment counselor and guidance. The capability of diagnosing problems, to distinguish the contributing factors, to see the possible approaches for the resolution of the problem -- and they may be many -- places a responsibility on a counselor in a way that perhaps has never existed before.

As you well know, unfortunately, we have neither the number nor the qualifications of employment counselors adequate to deal with this problem. This is a reality. This is true not only for the Employment Service. It is true for every institution that deals with the problems of older workers.

There is a second consideration that flows out of the first that I would like to stress. Time-honored traditional practices, techniques, concepts and methods of measurement are very often invalid and highly questionable in the job markets of today, particularly for certain segments of the population. Here I am talking about the poverty sector, middle-aged or older. Very often these people are defined out of the job market by the statistician. If they haven't been seeking work in the period of the survey or the week preceding the survey, they are just not in the unemployed. They may have been seeking work diligently for a long time before that and given up.

Traditional concepts regard these people as withdrawn from the job market. We rarely attribute to ourselves the responsibility for having excluded people from the job market. But in these categories we have excluded and rejected people from the job market. There is quite a difference in the approach to resolving employment needs of older people when you are talking about those rejected and denied as against those who have perhaps voluntarily withdrawn even after a long period of failure to find jobs equal to their capabilities and qualifications.

A third element that needs to be taken into account is the concept of work and employment. The traditional concept of work and employment may not be meaningful for older workers. The notion of the normal employer-worker relationship, with a wage income derived from work that is competitive, may not hold the answer for some of the employment needs of older workers nor society's need for those older workers. The whole concept of public employment, the whole concept of socially useful and necessary activity, which may not be the same as employment, needs examination here when we are dealing with older workers.

It may well be that in this particular area of publicly supported activities we may find some resolution of employment needs of older workers. I am talking here about a great many activities which would be undertaken or underwitten by the public sector of the economy which are necessary to the sustenance and maintenance of the private sector of the economy and in which older workers can make a very important and necessary contribution. I don't think we have explored this adequately.

In this connection we must give more recognition to the importance of the employment opportunities emerging in the service occupations and their potential for older workers. I am talking here not only about health and education and welfare activities and the whole broad range of occupations from the least skilled through the technician and the professional occupations in those activities, but I am also talking about the leisure and recreation activities of our economy in a society which enjoys high living standards and in which older workers are not participating as effectively as they might. Here again are found a whole range of occupations in which older workers can find a place.

Then I would like to point out that in determining the role of any institution dealing with the problems of older workers, in a society in which we have, for good or bad, decided we have limited resources and perhaps limited capabilities for dealing with our problems, it is inevitable that priorities get established.

The simple truth is -- and let's not run from it -- that in this current situation the priority for human resource services has gone to youth, not to the older sector of the population. The anti-poverty program, the educational training and preparation of manpower resources,have essentially been with priority on youth and secondarily on older people.

With respect to older people, the priority is presumably on the disadvantaged, on the poverty sector of the older portion of the population.

I submit that we are at a stage where we need to reexamine that priority, and I think we are about ready to do so.

In so far as we have focused attention on the older sectors of our population, we have given the emphasis to health, social services and to an increasing degree to housing. We have not given adequate consideration to economic needs. This, unfortunately, is because of a confusion of terms.

When we say "older people," when we talk about housing, convalescent homes, hospital and medical care, we are talking about people 65 and over. And when we talk about economic needs in terms of jobs and employment needs, we are talking about people about 45 and over. But in the public mind this is all confused because the specialists are talking their specialized jargons.

There needs to be a determination in government and in society generally as to priority of service to older workers. I think we are at that stage now where the older worker, his economic job market needs and his employment needs, will come in for a priority which hitherto has been lacking. And this will have a considerable effect on the role of the Employment Service.

For example, when an older worker walks into an employment office, he represents about 25 per cent of the active file of people seeking jobs.

Our experience indicates that older workers on the whole -- about 20 to 25 per cent of them -- require counseling. But only about six or eight per cent of those 45 and older are counseled in the local employment office. About two-thirds of our counseling goes to individuals under 22 years of age.

We have a limited number of employment counselors. We have limited professional staff resources. There is a priority on youth. The counseling is directed, therefore, to the youth. The older workers suffer.

When we get into the problems of job development, the same situation arises, and also in the field of manpower training. Under the Manpower Development and Training Act, about 10 per cent of the trainees are 45 and older. They represent 40 per cent of the work force, and they represent 25 per cent of the unemployment. But they only represent 10 per cent of the individuals being trained under the Manpower Development and Training Act. Why? Because the institutions that deal with these categories of individuals for training have a higher priority with respect to youth, and particularly disadvantaged youth.

When we get a social upheaval as in Watts then we begin looking into the poverty neighborhoods of our large metropolitan areas. We discover that we have a large number of males, Negroes, unattached, frequently in broken family situations, out of work because they have been denied participation in the job market. They are highly vulnerable to violence and disruption. But we need to wake up to the priority of the problem of the individual 45 and over, particularly the Negro 45 and over who has been denied and shut out of the job market and out of society generally.

Let me turn now specifically to the Employment Service and its role in this field. I wish to distinguish between the role which it is performing and the role which it should perform. They are not the same by a long stretch.

The role which the Employment Service is performing with respect to serving older workers is, unfortunately, deficient for a variety of reasons. I started off by saying that I did not want to present any alibis or any defenses, and I don't propose to do so now. When the letter of the law specifies certain directions, or establishes a priority or emphasis with respect to certain manpower policies of the government, then the Employment Service is required to carry them out. This has been one contributing factor, not the only one nor necessarily the most important one.

One of the major problems confronting the Employment Service began early in 1961 and still continues to be important. Simultaneously with a restructuring and reorganization of the Employment Service a wide variety of new manpower assignments and responsibilities were given to it. The concept of the mission of the Employment Service was greatly changed. Its role was enlarged from that of an employment exchange concerned exclusively with hiring transactions - filling job vacancies on a day-to-day basis - to that of a manpower service agency concerned with the preparation, development and utilization of human resources. This new approach involved more than day-to-day hiring transactions and shifted to developing close relationships with schools and training facilities and various social agencies and groups concerned with the preparation and better adaptation of human resources over a long period of time. The large volume of newly enacted legislation in the manpower and human resources fields greatly added to the Employment Service problem.

Between 1961 and the present date there has been more human resources and manpower legislation enacted in this country than in any similar period in our entire history. It ranges from the Elementary and Secondary School Act to the Higher Education Act, the Vocational Educational Act of 1963, the Manpower Development and Training Act, the Economic Opportunity Act, just to cite a few of the measures. In this connection the Civil Rights Act, is a very basic piece of legislation in the manpower field.

The Employment Service does not need to know a great deal more about the problems of older workers. We have researched them fairly well. But we need to have a great deal more competence and resources for serving the needs of older workers in the job markets of the country. This we do not have.

Let me hasten to say that I don't think all research has been completed with respect to the employment needs of the older workers. In the Employment Service alone, there is need for a great deal more data about job market opportunities on an occupational basis for older workers. We need to identify the occupations, the establishments, the industries, the size of the establishments where there may be employment opportunities for older workers.

I have often said that the Employment Service along with many other institutions in this country has done a great deal of work helping people to advance in occupations, how to climb the occupational ladder in the economy of the United States, but we have given very little thought to how one descends the ladder gracefully.

The Employment Service ought to be playing a greater role in bringing about some mobilization and coalescence of community forces and resources to support, actively support, job market assistance to older workers. It is not doing this because of competing demands.

I believe that in the main the resolution of employment needs of older workers will take place in local communities with local resources. The government need not exercise prime responsibility in this field. Instead, non-governmental elements must play the central role. This may sound rather strange for a person in the Employment Service to be making such a statement. If the Employment Service has the competence, has the understanding, has the facts, and commands the respect and acceptance of community groups, much of the problem of employment for older workers in the community will be met through the work of community groups.

We have never even in a superficial way tapped the resources that are found in volunteers and in self-help organizations for meeting the employment needs of older workers. In this connection I would say that the role of the Employment Service in assisting older workers in meeting their employment problems does not lie exclusively or even largely in placement. It's only one of the institutions that deals with placement in the community. Its role lies also in counseling, in diagnosis, and in relationship to other institutions and organizations in the community which can help to resolve that older worker's needs.

Help may be found in the schools. It may be in adult education. It may be in courses on how one goes about seeking a job for oneself. Effective job search by the individual requires an intelligent and an informed approach. One must know how to prepare a resume. One must know something about grooming for a job interview - how to assess one's assets and play down one's liabilities. We in the Employment Service need to assist older workers in meeting their own employment needs.

This obviously requires an interrelated approach. One of the great difficulties that all of us suffer from, it seems to me, is that we approach the job market as specialists. We approach it from our own individual disciplines. The employment office thinks in terms of job market and employment opportunity and the labor supply and the degree to which these characteristics coincide with the hiring specifications. The social service agency thinks of it in another way. The school thinks of it in another way.

The simple truth is that the employment office cannot play any role in assisting older workers in meeting their employment needs unless it does so in concert with all other agencies and institutions which are concerned with the older sector of the population and the economic needs of the older worker.

The older worker, no matter how the statistician defines him and classifies him, does not fit into neat pigeon holes. He is still a human being. Most human beings defy definition or classification for anything, let alone for job market purposes. I think our approach to meeting employment needs of older workers through the employment office will only be successful to the extent that we develop what the academicians call an "interdisciplinary approach." That's a highfaluting term for saying "working together." To the extent that this exists, we will carry out the role that the Employment Service should carry out.

Finally, I must say that there can be no denying that in a system of public employment offices as far-flung as this one is, some 2,000 employment offices throughout the United States and several thousand part-time employment offices, with some 30,000 or more employees, in a Federal-State system in which the State is sovereign and the Federal government exercises authority largely through moneybags -- and the authority is grudingly accepted very often --, it is not an easy task to resolve the employment needs of older workers.

So it becomes very important for you people to become acquainted with and to understand what Dr. Aller referred to yesterday morning in his opening remarks as the task force report for improving the Employment Service. The task force that the Secretary appointed and which recently issued a report on improving the Employment Service, in which the central idea is identification of nationally significant human resource problems, establishing priorities, assuring national leadership and direction within a Federal-State system of employment offices to carry out those human resources objectives in accordance with priorities that have been established.

Thank you very much.

(Applause.)

DR. LEVITAN: Thank you, Lou.

Can you hear me from here? Because for questions I don't know whether it will be easy to go every time to the podium.

Well, if I had known we would have such excellent speakers, I would not have tried to restrain them, to limit them to 25 minutes each. But the damage is done, and now we can have a chance to get at those two gentlemen.

Who will be the first?

Yes sir?

MR. WILLIAM TASH (Bureau of Social Research, Catholic University, Washington, D. C.): In following up on the job training contracts in Washington, we found that frequently the trades and employers who offered real training opportunities could be less tolerant of nonproductive work and demanded more skilled trainees, while the less productive occupations, the lower ones, such as dry-cleaning, food service, this type of work, were quite willing to take on an On-the-Job Training contract. It was not only for the money but that they could allow another employee to instruct the man on the job because he was worth only maybe $1.75 and they could allow this. But another company, employing higher skills couldn't allow a $5.00 auto mechanic, for example, to individually instruct a trainee. It just wasn't worth their while.

The question is: Are they considering and using groups of trainees, maybe five or 10, and is there any means of getting the better companies into the On-the-Job Training arrangements?

MR. BOWMAN: Well, I think I can give you an example of that, using the one that you had of auto mechanics.

We recently signed a prime contract with Chrysler Corporation for the training of auto mechanics. They realized there is a tremendous shortage of first-class auto mechanics in the United States. Auto mechanics is a trade that requires three or four years to learn. It is a highly skilled trade. The transmissions that we have on our automobiles today are considerably more complicated than our entire automobile was 20 years ago.

As you say, they hesitate to put a high-priced mechanic in charge of instruction. So they use the Manpower Development and Training Act and give the trainees, a pre-apprentice type program in which they learn enough basic skills to go on the production line and hold themselves up as productive members.

The same thing is being done in the bricklaying trades and several others.

Now, after the young man takes the pre-apprenticeship program, he enters the apprenticeship program and then can work under the qualified journeyman.

In highly skilled trades you are absolutely right that it is hard to start a man from scratch. So we would recommend that pre-apprenticeship be established.

MR. TASH: Thank you.

MR. LEVITAN: Yes sir?

DR. LEONARD P. ADAMS (Professor and Director of Research and Publications, School of Industrial and Labor Relations, Cornell University): I'd like to ask Lou a question about the internal organization of the Employment Service.

The problem of the older worker these days strike me, especially in the case of men, as often the problem of veterans. Is there something to be gained by reexamining the organization of Public Employment Service staffing facilities, with the idea of training perhaps some of the veterans' representatives to handle the special problems more adequately, or some other arrangement?

DR. LEVINE: I think you have touched on a rather important point for the Employment Service in providing assistance to older workers.

There have been those who have said the assistance could best be provided by establishing specialists -- older worker specialists. These individuals become familiar with the problems of older workers. They have continuity in it and in the course of time will give the kind of service which an older worker might need.

Some have gone a step beyond that and said: "Why not break out away from the traditional employment office a facility devoted exclusively to serving older workers -- an older worker employment office?" This has been suggested.

It is true that the veteran and the older worker, older male worker, are almost synonymous in the United States today. The average age of the veteran is 45. And when you look at the older worker problems, you realize that the veterans, who have been very, very fortunate in the postwar years in their participation in the economy, the economic well-being of the country, are now falling behind. They are less advanced in education than some of the others that have been coming on. They have got this older age factor. And when they lose a job, getting back to a job is extremely difficult. So there is a common interest.

We have thought that we might use the Veterans' Employment Representative, which is required by law in every local office, to take on some of the responsibilities for the older worker, since the veteran that he serves, on the average, is 45 years of age.

This is not so easily done, however. More often the Veterans' Employment Representative can be useful in some job development activities, and I think we haven't exploited that sufficiently. Perhaps in some instances he might be helpful in counseling. But this would require a lot more professional competence, which at this stage of the game would be hard to develop with this individual. I think we would, therefore, want to look to the counselor.

But the real problem that bothers us is: Do you want to break into pieces a large number of specialty approaches to manpower and human resources problems in the Employment Service? Younger? Older? Handicapped? Negro? Do you want to separate the male from the female job seeker services and set up special facilities?

My hunch is that in the long run this would be disastrous and would actually set up competition which would be disadvantageous to each of the groups.

So our approach has been to rely on a basically sound, well-diversified interviewing staff, and then have counselors much more proficient than we presently have and much more oriented to the kinds of problems which are currently emerging with the priorities of today, and then within that pattern, work in the direction of either relationships to training in schools, or to job development and placement or to older workers, and so on. I think this probably holds more promise.

DR. LEVITAN: The gentleman in the back.

DR. DEAN MASON (Adult Education Association of U.S.A.): I heard with a great deal of enthusiasm and interest this statement of Dr. Levine on interdisciplinary cooperation, which I think across the country we're wanting. I would like to pose the question: Why can't this happen on a Federal level? Why don't you have inter-staff relationships whereby you coordinate the concerns that you have for aged people and aging people? When it gets out in

the grass roots the employment office and the social workers and the voluntary agencies and the adult educators and all of the rest of them are just completely separated and segmented from one another by programs and demonstration projects, et cetera.

I think this is wonderful, and this is what we want. In fact, this is what we have to have really -- some coordination. We have too much competition in what is being done for the older worker or the older person.

I like this. I wish you'd do something about it in Washington.

DR. LEVINE: I wish it were as easy to do as to talk about it.

But, actually, much more goes on than you probably know. There is a great deal of inter-agency activity between the Health, Education, and Welfare Department and the Department of Labor in those areas where there are common interests -- whether they be in vocational education or in adult education or some aspects of health and social services.

But, as I indicated, the prime interest, for example, of the President's Council on the Aging is the person 65 and over. Its orientation comes from aHealth, Education andWelfare approach. If that same group were meeting under Labor Department auspices, its emphasis would be on job market problems. This is part of the situation. I'm more hopeful that the implementation of policy -- and remember I said in my remarks that I think the resolution of these problems must finally take place locally -- can be coordinated as you reach closer and closer to the scene where those services must be provided. So I would hope our regional offices and our State agencies would come together more to focus on particular communities and what needs to be done there.

DR. LEVITAN: The gentleman in the back.

MR. PETER L. PESOLI (Field Coordinator, Southern Rural Training Project, Knoxville, Tennessee): I'd like to direct this question to Dr. Levine.

I would like to ask how much attention has been given to the prerequisite of MT-1, the "reasonable expectation of employment?" Because in certain areas -- and anomalously in those areas that are most destitute, most often where there is no reasonable likelihood or expectation of employment and the very people are in most dire need of training -- training under Title II, say, of MDTA, very often cannot be instituted because the MT-1 requirement cannot be satisfied. Relating to the older worker problem, we have been doing some exploratory work in a county which allegedly has the highest percentage of older workers in the country, yet it is an area where there is no reasonable expectation of employment. How do we overcome this?

I realize there is more leniency with Experimental and Demonstration projects. But even here we run into some difficulty, because, referring back to your point in connection

with homogeneity or heterogeneity, I think very often some of the local Employment Service offices are guilty of this very thing. They consider all workers comparable, in the same category. So that when E&D hits them, it's new, it's experimental, it's unorthodox, and they look upon it with jaundiced eye, and very often we have difficulty on this score.

DR. LEVINE: I know what you're talking about, and I wish I knew the answer to how you overcome what is equivalent to a cultural lag in the functioning of an employment office. I thought in my remarks I might address myself to this problem and thought, "Well, that's broader than the older worker, so I won't deal with it."

But as you well know, the Manpower Development and Training Act began in this country and was sold to the Congress as an anti-recessionary measure. A lot of people have forgotten that. It was enacted at the tail end of the 1960-61 recession. It wasn't sold as part of the great manpower revolution but sold in terms of reducing unemployment.

The Act specified that training should be undertaken in occupations in which there was a reasonable expectation for employment. It even specified that the people eligible for the training allowances should be heads of families with employment experience, now unemployed; and the longer-duration unemployed would be the ones to get it.

It even also specified that only five per cent of the trainee allowances could go to youth.

That was the original Manpower Development and Training Act.

In less than a year's time the need for amendment became evident. It was quite evident that the "reasonable expectation of employment" requirement denied training in many occupations for which the individuals might be qualifed to train but wouldn't have employment opportunities. That was one thing.

What happened was that the duration of training was extended from 52 to 70 weeks to 104. Authority to expend 25 per cent of the training allowances for youth was granted. The whole emphasis was on youth. And the great emphasis in training has been on disadvantaged youth.

Now, the other shift that is taking place under the MDT Act is a shift from the concept of employment to the concept of employability, improving employability. And you will find the phrase running all through the Economic Opportunity Act dealing with the Neighborhood Youth Corps, the Job Corps, and so on.

So the MT-1, which is the justification and the prospectus for undertaking training, really is no longer the controlling consideration. It is the priority on youth -- on disadvantaged youth.

As a matter of fact, we must have at least six directives out to the local offices telling them, "We do not want expectation of employment to be the limiting factor in determining what kind of training shall be undertaken. We want you to gear your training increasingly to the characteristics of the individuals who might be available for training."

Now, this is not surprising because in part it's also a reflection of the changed conditions in the economy.

In 1960-61 we were talking about jobs and unemployment as the problem. In 1965 and 1966 we are talking about tight labor markets, job opportunities exceeding the labor supply in many occupations. And therefore it isn't the demand side but what kinds of people are being stranded because they can't even begin to get into the occupational channels into industry?

DR. LEVITAN: Are there any questions for Mr. Bowman now?

All right. The gentleman here.

DR. MONROE C. NEFF (North Carolina State Board of Education, Raleigh, North Carolina): Since the Economic Opportunity Act -- it's less than a year for many of the programs, Basic Adult Education, TitleII(b) -- some of the States have made quite heavy gains at a fast pace in upgrading the adult through basic education, employing the new methods, materials, and so forth, that have appeared in the last year.

Is there any way or any hope that MDTA might be amended or at least encouraged so that they could contract for these Basic Adult Education services, since this is something where fast gains are made?

In other words, a person in 60 hours of instruction has gained one grade level. This, until this concentration, has not been known. This is something I think fairly new and, in some material systems is even faster than that.

Is there hope, instead of duplication, for cooperation on the local level? Would this be encouraged from the State?

DR. LEVINE: This more properly falls within the jurisdiction of the Department of Health, Education, and Welfare. It is the Office of Education's concern.

I might say so far as we are aware there is nothing in the law that prevents the contracting arrangement once you are satisfied that other facilities do not exist or do not have the same capabilities, so that you wouldn't be duplicating.

My own feeling, however, is that we have perhaps, as Mr. Bowman indicated -- he didn't say it quite this way, but I think the inference was the same -- over-emphasized institutional education and training with respect to the work force of the United States and under-emphasized On-the-Job Training.

When we talk about the unemployed at the present stage, we are talking about 4.1 per cent of the work force. But even at five per cent and at six per cent there has been a tendency to ignore the 94 per cent on payrolls. If there were the kind of On-the-Job Training programs there should be in industry, there would be openings for the disadvantaged and the others in the entry occupations.

I don't think that industry's responsibility with respect to training has at all been taken on in the way that it should be in the United States. I think this is perhaps the coming thing. And, as part of that, the opportunities for contracting will expand very considerably.

Yes sir?

MR. WALTER DIETZ: I'd like to ask Mr. Bowman a question, but I have to make a short speech. (Laughter)

I come from Summit, New Jersey. My expenses are being paid by the Training Within Industry Foundation and the Older Workers' Lifeline of Summit, New Jersey. I speak also as a veteran personnel classification man of the first World War.

My On-the-Job prejudice comes from a job which was done for the War Manpower Commission, which you youngsters have never heard about because it only reached 16,000 plants and over a million supervisors.

But here's what we learned. Remember, now, Training Within Industry never trained an individual worker. Our job was to help supervisors within industry to acquire three skills.

One was the skill of instructing. We call this Job Instruction, because it must be close to earth.

We have another skill on Job Methods or job improvement to work more conveniently-- not a big industrial engineering job but doing the little things more effectively.

The third was the skill of working with people. We call that our Job Relations Program.

We emphasized that we would hold absolutely to those three basic skills of supervision, and we evolved after much evolution and experiment-- You would call it "research" now. (Laughter) -- But we just kept trying and trying until we got something that was acceptable to industry. And it worked.

It worked so well that if I started to brag I could tell you about what is happening in New Zealand today using these techniques in training government employees in that faraway country. And they are helping Samoa in getting their government started.

Well, the question I wanted to ask is: Is there something comparable to that skilled approach for supervision in connection with On-the-Job Training these days?

MR. BOWMAN: Yes, there is. We have been taking a hard, close look at the On-the-Job portion of instruction, and we have come to the conclusion that one of the weakest spots is the trainor, the person immediately above the trainee. We find that because a man is a good craftsman or a good journeyman or knows his trade isn't any indication that he is going to have the ability to impart that knowledge to someone else.

So as we institute training programs with industry, we are encouraging them to take a look at the persons who will be the trainors and to establish training programs that might increase their ability.

DR. LEVITAN: The gentleman back there.

A CONFEREE: My name is Goddard . . . from Cleveland, one of Walter Dietz's protegees I hope, although I don't think he has completely adopted me yet.

Here is the problem. The places where we need people are in the skill areas. You can see in almost every newspaper in the country today that companies are looking for skilled help.

Normally, OJT ought to be the most effective way of doing that job. But for some reason or other it just isn't getting to first base.

Now, here is one of the reasons, and here is one of the problems, Bob, that you mentioned. One of the reasons is that we have not stepped up OJT to meet the newer conditions. We need to take the basic work that has been done by men like Dietz, that is still as good as ever, and add to it the things that are necessary to take care of the new changes, the changing job-mix skill.

Now, this is the question I am going to raise, Bob. You said here's the Chrysler situation. They've got this pre-apprentice training, and then they go into apprenticeship. Unless I don't know something about apprentice training that you know about, Bob, or it's something Washington has, I'm saying the apprentice program is the worst discriminator against the older worker of any program we have. Did you ever see a 45-year-old in an apprentice program?

Yet, that is the way we are talking about giving the 45-year-old the skills that are necessary to fill the jobs that are open in industry today. We're just kidding ourselves. Or are we?

DR. LEVITAN: I assume that was not the question, but the answer was given already. (Laughter)

Bob wants to add something, however. We are running very short on time.

Bob?

MR. BOWMAN: I want to state very briefly that the limitation as to age in apprenticeship is not a recommendation of the Bureau of Apprenticeship and Training. Apprenticeship standards as established are not the standards of the government. They are not the standards of the Bureau of Apprenticeship and Training. They are the standards that have been estab-

lished by industry itself. Industry says it takes this long to teach the man these things they want him to know. So it's their training program.

There is a good reason for the limitation in many instances. If you were the owner of a plant and you had a labor contract with a mandatory retirement age of 65, I don't think that you would be willing to hire a 50-year-old apprentice knowing that he is going to start drawing retirement from you at the end of that time.

Now, we do not set up labor contracts, but if you have one in your organization we are not going to tear it down. Because we feel that it is an agreement between you and organized labor, and whatever is in that contract is of no concern to us. We wouldn't tear down the provision of early retirement anymore than we would try to tear down the wages.

DR. LEVITAN: I'm sorry. Our leader tells me that our time is up.

I would like to thank Lou Levine. I didn't think I'd ever live to hear him criticize the Employment Service.

Thank you, Bob Bowman.

(Applause.)

My task is over.

Chuck.

MR. ODELL: We will now break for coffee and then go directly, in 15 minutes, to your workshops. We hope you will stay with those workshop groups for the rest of the day.

(Whereupon, at 10:30 a.m., the general session was adjourned.)

Panel and Workshop VI

BASIC EDUCATION FOR ADULTS
ARE SPECIAL TOOLS AND TECHNIQUES NEEDED?

The Panel was convened at 11:00 o'clock a.m., Tuesday, 18 January 1966, Dr. June Tapp, Research Associate, Assistant Professor, Committee on Human Development, University of Chicago, Panel Chairman and Workshop Discussion Leader.

DR. TAPP: Good morning, I am Dr. Tapp. Let me begin by introducing both the recorder and the resource person. The speakers I will introduce later, one by one.

We have as our recorder Dr. Mary Mulvey who has been active in programs in aging for the past 15 years, on political as well as educational levels, has done research in many aspects of aging and gerontology and is presently working as Coordinator of Adult Basic Education for the Providence Schools.

We also have Dr. Roy B. Minnis who is acting chief of Adult Education, U.S. Office of Education. Dr. Minnis got his Ph.D. from Iowa and he will be our resource unit person.

Our first panelist is Dr. Hazel McCalley, who is a contributing member of the research-consulting community, on problems of national, social and political concern. Dr. McCalley is connected with a social research organization whose expertise in problems of national scope and willingness to deal with such gives pause to those involved in public and private organization, research and policy. Dr. McCalley, Ph.D. in Economics from Wharton School and presently vice president of Greenleigh Associates, brings to this podium broad experience in business, economics, teaching, research and administration, indelibly marking the relevancy of her presentation, "Evaluation of the Adult Basic Education Program of the State of Illinois -- National Implications of Survey Findings."

Dr. McCalley.

DR. MCCALLEY: Thank you, Dr. Tapp.

The evaluation of adult basic literacy in Illinois may be known to you as that notorious report. This particular evaluation of the Adult Basic Literacy Program in the State of Illinois was quite controversial. The basis of the controversy we can ignore. However, you should know that it was resolved by a legislative hearing and it was the opinion of the legislative committee holding the hearing, that the evaluation was sound, the criticisms valid and that the program should be changed according to the recommendations in the report.

Greenleigh Associates is actually involved in several projects related to adult basic education. The evaluation of the program in Illinois is one. We are also doing a very small project in Southern Illinois to develop measurement for students and teachers in social studies and home economics, and also a very large research project, field testing four reading systems for adult illiterates. In the latter, the Office of Economic Opportunity, the Office of Education, and the Welfare Administration are cooperating agencies.

On the basis of the experience in these three projects it is apparent that methods and materials for teaching adult basic education have not been perfected. Although considerable attention was given to the problem of the adult illiterate during World War II, little was done between 1946 and 1963 in this field. In fact, in 1962 when we were first asked to undertake a study of basic adult education we scoured the country. No one was able to suggest an expert in the field to be used in an evaluation of an existing program. People who should know said nothing really had been done of significance to bring up this program in line with modern teaching.

Since 1962 more persons have become interested and active in the field of adult basic education. In fact there are new materials coming on the market constantly and older materials are being rewritten. However, it is difficult to know what is actually available at any given time.

When we first undertook the field test of newer materials for functionally illiterate adults, we were informed that there were some twenty systems to be tested. However, when we were confronted with the task of selecting four to be tested, there were only four which were available and met the criteria of the research design.

Some were being rewritten, some that were promised for publication were not ready for publication. The writer was behind schedule. Others did not meet the criteria in terms of cost, others required expensive hardware, and some others required extensive training programs, and so did not meet the criteria that had been set up for this specific field test.

However, because we are in this field, a number of publishers have come to talk to us about it. There is tremendous interest, and I understand that since the field test was begun in the middle of last summer, at least two new systems have come on the market that would meet those specific criteria. This gives you some idea of how fast this field is moving at the present moment.

A number of publishers have come in to talk with us about this particular problem. However, I think one of the areas in which they are still lacking is the field of social studies.

In regard to social studies, it is not clear what should be included because of the different needs which adults have. For example, child care and family relations are common components of a social studies course for public welfare recipients.

May I put in something that I didn't say earlier? In all the studies we have been engaged in, the target population has been the public welfare recipient.

However, a single class of 15 may include a single male, a grandparent or two, and women faced with the problems of adolescents, as well as parents of small children. If the care and feeding of infants is included in a course on child care, it is difficult for the single male, the grandparents or the mother of teenagers to become involved in the class. It does not meet the current needs of the individual. Interest lags and absenteeism increases. Thus there is an implication that once adult students have progressed to a point where they have mastered basic reading skills, short courses -- two to four weeks -- intended to meet specific needs should be planned for social studies. The people could then pick the classes that meet their needs.

This is a general comment, however, which does not follow the specific topic which has been assigned. This topic is specifically the national implications to be drawn from the evaluation of the basic education program of Illinois.

The most crucial implication is that which has already been alluded to -- the lack of materials and guidance to help the teachers find materials. The materials used in Illinois for functionally illiterate adults were inadequate. The teachers had been given a list of materials from which they might choose, but the selection was left to each school, and in some cases to each teacher. There were, in fact, classes in which no materials were being used because the teachers felt that available resources were inadequate. From other studies, it is known that a number of teachers are writing their own material. But there is no systematic way of finding out what is being done.

In Illinois, materials in actual use in the classroom were collected and given to Dr. Robert Hess and Dr. June Tapp of the University of Chicago for evaluation. The evaluators set up three major criteria for evaluation, with nine subcriteria. These were based on the needs and characteristics of the population being taught. This approach was a significant contribution to the field of basic adult edcuation and points up some of the considerations that need to be kept in mind. These criteria in out-line form were:

1. Content

    a. Presentation of skills in using community resources.

Now you have to remember the target group: the welfare people.

b. Presentation of skills in dealing with the social system and its institutions.

c. Contribution to self-image and self-esteem.

d. Technical criteria relating to skills required, entry level, programming, etc.

2. Format

a. Appearance.

b. Illustrations and graphics.

3. Style

a. Realism.

b. Adult interest level.

c. Use of models for identification and imitation.

On the basis of these criteria, the materials actually in use in the classes were found inadequate for teaching the target population. Much of the material was intended for use of children, frequently middle-class white children.

Although there were some who learned and some who achieved despite the materials or lack of materials, the dropout rate and absenteeism provided mute testimony of the inadequacy of the teaching program. In Cook County, for example, there were some 6,000 enrolled, of whom 1,200 had dropped out of class; only about 2,000 were in attendance in any given week. This dropout rate and absenteeism prevailed despite the fact that attendance was mandatory if welfare assistance was to be continued. On the basis of interviews with students, the fact that materials were poor and often unavailable was an important factor in dropping out and absenteeism.

Another thing was that in many classes they were not permitted to take the books home, or in many classes there weren't enough books to go around so they had to share books. So, one of the things that the students talked about in the interviews was they wanted their own copy of the book. Even though it was inadequate they wanted to have it and be able to take it home and use it.

Another implication of the study is the fact that there is no adequate measure of achievement. In Illinois it was difficult to find any criterion for measuring progress either on the basis of grade change or objective tests. The reason is not difficult to understand. The objective tests available have, like reading materials, been standardized for children. Even if adequate tests were available, absenteeism interferes with an adequate testing program as we are finding in our field test of reading materials. But good objective tests, which do not create frustration and fear within the student population, are not available.

It is the paper and pencil tests that for this population are most difficult.

We have learned on the basis of our own research and the experience of others that a simple oral test like Gray Oral Paragraphs is best for original placement. If paper and pencil tests are to be used, they should not be administered until the students feel comfortable in the new situation. The Spanish-speaking students or students with little writing skill are often defeated by the available tests like the Iowa Basic Skill Tests. There is a crying need for tests which have been standardized for this population.

A third implication has to do with when and how frequently classes are held. Classes which meet twice a week for two or three hours are inadequate. There is considerable learning loss between a Thursday class and a Tuesday class. Particularly in large urban areas evening classes have other drawbacks.

These drawbacks relate particularly to the problem of a woman going out into a slum area at night, and the problems of child care at night. All of the problems of living in a ghetto or slum community are increased at night, and so it is very difficult for them to go out at night. Even men said that they did not like going out on the streets at night.

Transportation problems increase because in most cities the transportation available is not as frequent as it is during the day.

We found in East St. Louis where classes were offered five days a week, five hours a day, achievement was better, absenteeism and dropout were less than in Cook County which had only evening classes.

A fourth implication is the need for careful selection and recruitment of teachers. In Illinois most of the teachers expressed great interest in the program and many wanted to continue in the program. The problem, however, was that most taught day school and after a full day of work, night school. They were frequently exhausted before the adult program began. The majority, 78 per cent, were elementary teachers with no experience with adults. Only 7 per cent had had prior teaching experience in adult basic education. There were, however, 32 per cent who would have liked to transfer to this field on a full-time basis, and an additional 22 per cent who thought it likely they would transfer if given the opportunity. From our experience in the field test so far, and based on nothing but an educated guess, the ability of the teacher to empathize with the students appears to be the crucial factor.

The fifth implication is that there is a need for sound orientation for teachers entering this field and for in-service training for teachers. Teaching functionally illiterate adults is not like teaching children. Adults come to school with considerable amount of knowledge and understanding. They have personal goals which may range from wanting to know better how to help their children in school to well-defined vocational goals.

This goes back to what I said earlier, that there are differences we recognize when a six-year old goes to first grade. All six-year olds are not alike. But the differences become emphasized when a person becomes older. Partially just because when you talk about adults, you are talking about anyone in this program at least from 18 years up, and you are talking about men and women, you are talking about people with very different needs, so that all of the problems of differences in six-year olds are just magnified when you get to an adult population.

There is much misconception about the functionally illiterate adult. Recently in a county which was screening students for basic adult education, the teachers were most surprised that the persons being screened did not look different from anyone else. If teachers are to be effective with adults, they must be able to accept them as adults like themselves. One publisher of materials for this population spends most of the training time helping teachers understand why people are functionally illiterate, who they are and what they need. The publisher's teaching method is believed to be simple and can be learned in a very short time. Even so, it is important that teachers be given sound orientation and in-service training.

A sixth implication is the need for physical examinations to uncover problems which will interfere with learning. The student who needs glasses will not be able to learn. The student with hearing loss will not be able to keep up with the class. These need to be dealt with before putting a person into a specific class.

A seventh finding which has implications nationally is the fact that it costs money to attend school.

A major cost, that of child care, was not being paid for. Now, we are talking in this conference of course about the older worker, but this applies to anyone who has the problem of child care, and I use here an illustration of a grandmother, which is not unusual in the public assistance world, who is taking care of a grandchild. She cannot afford to attend school if she has to pay the high cost of child care. Even if she can find a neighbor who is doing this, in most States it is illegal for her to leave that child with a neighbor who is maybe willing to do it free, because of State laws in regard to foster day care, so that the problems of child care and the high cost of child care need to be covered if we expect people to be in classes whether it is evening or day classes.

The last implication comes from the findings which show that most students were motivated by a desire for employment. Although in the long run it may be as important or more important to teach a mother in order that she may help her children, employment opportunities that may be opened by education are a prime motivator. This means that in addition to teachers who understand and can teach adults, there is a need for counselors who can relate educational goals to vocational goals. It may be that some kind of track system needs to be developed for persons with different goals.

I don't want to get into the controversy of the track system. I don't really mean the track system in the most strict way. What I am suggesting is that perhaps because the people are different, there are different kinds of basic adult education that ought to be available to them.

In Cairo, Illinois, for example, arithmetic classes for males are related to shop training which is given in the afternoon. The women are encouraged to relate arithmetic to the problems of food purchasing and family budgeting. In East St. Louis the public welfare assistance grant itself was used as an arithmetic example.

If you have ever tried to figure out a public assistance grant, it is the most complicated thing in the world, and if they can do that they are ahead of me.

However, such specifically related content does not meet every student's need. The student who aspires to a high school equivalency program needs to be directed to the course which will make him eligible for such a program. His arithmetic program needs to be broader than that of the person who wants to follow a given vocation not requiring high school education. This is the work of a counselor. The counselor should know what is offered and help the student select the proper courses. He should also help the administration plan courses which will meet the needs of the students in terms of expressed goals. In addition to reading and school counseling, public welfare recipients frequently have other problems such as transportation, clinic appointments, child care, etc., which need to be dealt with.

In New York State, adult education classes held in cooperation with a social welfare department have, in addition to school counselors, social workers who deal with day-to-day problems. This has proved very effective in helping people stay in classes.

If a woman has a doctor appointment and the doctor says you have to come now and no other time, frequently some one can intervene to help her with the problem. Or if there is a transportation problem, someone can help her get in a pool. This has been most effective in New York State. This public assistance population has the least knowledge of resources and is most problem-beset, so that they really need help beyond just help to get to school; they need someone to help resolve their problems.

We have not yet solved the problem of how best to meet the needs of adults who need basic education. However, there is much happening in the field. Much good work is being done and much better work will be done. It is essential, however, in attacking the problem to understand that there is no typical functionally illiterate adult any more than there is a typical child -- only with adults it is more so. They are Caucasian, Negro, Oriental, Spanish-speaking and Gypsy. They are male and female. They are young and they are old. But they are adults. Each one has considerable knowledge from his own life's experience. Many have well defined personal goals. Even without basic skills in reading, writing and arithmetic, they have each lived to adulthood and many of them to a very full adulthood.

Many of their problems stem from not being able to read. This is the point where we should begin and that is the point where we should take-off.

(Applause.)

DR. TAPP: Now we move to our second speaker, Dr. William Brazziel.

Dr. Brazziel is a Ph.D. from Ohio State, and currently is Director of General Education, Norfolk Division of Virginia State College and has evidenced by his performance and involvement in higher education and educational research in the problem of adult learning that he is an outstanding worker in the more troublesome areas of education. Dr. Brazziel is an author and consultant and researcher and brings a wealth of practical and theoretical wisdom for injection and discussion. He will speak to us this morning on "Orienting Basic Education to Occupations." (1)

DR. BRAZZIEL: I am certainly happy to be here and see so many familiar faces.

When we ask what we are going to teach, we all know that people in Manpower Training programs will read the Bobbsey Twins to improve their comprehension skills but teachers in adult education programs are finding that they come off far better if the reading assignment involves characters who are older, have family responsibilities and earn their living at jobs like overhauling electrical relays and outboard motors. The same holds true for arithmetic and mathematics lessons ("Number skills," in the modern approach.)

Indeed, the trend is toward the use of real problems encountered in the shops of the technical training program as the point of departure for teaching many of the basic concepts in the reading, language arts, number skills, occupational information, human relations and science that often comprise the basic education curriculums in retraining and other adult education programs.

In addition to the "learning vehicles" of job orders, bills of lading, blueprint specifications, repair manuals, union contracts, and plant regulations, many curriculums are broadened to utilize home and family problems such as budgeting, interest rates, child care and others as content material.

A class studying brick masonry in a demonstration-research project at our institution, for example, began their work on percentages by computing an estimate of a job requiring 17,250 bricks with an allowance of an additional five per cent for bats, breakage and salmon brick. Of course the teachers had to go out and find out what salmon brick means. I still don't know.

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(1) See Note 2, Appendix I, pg. 671

Prospective cement finishers in a retraining class now in progress at the Norfolk School Board's Adult and Vocational Education Center compute the cubic yards of soil to be excavated for a 124-yard foundation with allowances for a 15 per cent expansion of soil when excavated. A syllabication lesson in the reading development classes is built around such words as oscillator, discriminator -- (electronic, not racial) -- and alternator.

Reading materials for units in human relations and occupational information include Tidewater Manpower Needs Survey, How to Get and Hold the Right Job and A Stork Planning Plan. They promote family planning. Films in this area include Marriage and Family, Self-Control, and Group Living.

Teachers have observed a great psychological pull in this approach, especially at the beginning of the class when highly pragmatic and often apprehensive adults settle down to master or renew skills in basic education while learning skills for a new occupation. As the classes wear on, as skills are gained and some assurance of employment becomes apparent, student interests can be led into broader channels. Adult students in our language arts program for example, had some of their better class discussions built around a humanities film series near the end of the course. Politics, civil rights, current affairs, medicine, and philosophy can also evoke wide reading and discussion and help establish the habits of reading and verbalizing.

Student progress is also manifested in the test scores commonly used to measure public school academic growth, although these tests are usually termed "white collar tests" and much of the materials used might be termed "blue collar." In our year-long program, the men gained about three years on reading test scores. We used the Gates Survey. More important they feel competent, their technical teachers could teach them more efficiently and they could pass qualifying examinations for job entry.

Of specific interest to persons concerned with the aging is the fact that older workers do well in retraining programs. They follow the adult education axiom that deterioration of learning skills is a very gradual process and that adults compensate for this deterioration by a clarity of perspective, motivation and singleness of purpose which most adolescents find quite difficult to match. About a third of our men were older workers -- 45 years and up. One of our better students was a 60-year old who compiled an excellent record in basic education while training for a job as a maintenance technician. His was one of the better attendance records. He mastered his material as well as most and contributed well-conceived and well-written "think pieces" to the project newspaper.

Two significant developments evolving from the new emphasis on adult education and from the new trends in the field have been the response of the publishing industry to the demands for teaching materials for the new programs and the development of teacher training procedures to increase the supply of teachers with skills to work with adult workers.

The American Textbook Publishers Institute, Dr. Minnis over here from the U. S. Office of Education, the National Association of Public School Adult Educators, the Office of Economic Opportunity, the Ford Foundation and a higher education consortium called the Inter-University Council have all been involved for the past two years in what must be termed a remarkable ferment involving materials and teaching for undereducated adults. Sargent Shriver ended one moving discourse to a group of publishers with words to the effect that adult teaching materials would be the shells for the heavy artillery in the war against poverty.

Some very creative efforts are being made in what is now termed the materials revolution. The initial teaching alphabet, words in color, audio tapes, projectuals, color transparencies, a system labeled "family phonics" and one called "audex" are all being given a trial in the reading programs. One of the more interesting developments has been the entrance into the field of electronics, aerospace, defense and other diversifying industries. One of the first proposals of the new entrants, to teach reading by a computer, drew wide attention from the press.

Most publishers and educators now lean toward comprehensive learning systems rather than single shot publications. A typical system will include a basic reading program, several graded practice readers, a language arts program, a numbers skills program and books on how to get and hold jobs and improve home and family living.

Most systems incorporate the realism described above. Important, too, is the stress of the "teaching power" and radical departure from traditional lock-step, grade-a-year procedures. In reading, for example, several of the new systems are designed to enable students to achieve mastery of a grade level for each 70-75 hours of guided instruction. Most incorporate as many self-teaching devices as possible. Many convey a sense of power and progress in their names i.e.; Reading 300, Reading in High Gear, Streamlined English. The adult in a hurry to learn a new skill and gain new employment appreciates the application of the new technology in education, and he can be impatient with old and plodding procedures. One of our studies designed to ascertain the dynamics of worker decisions to retrain made this abundantly clear.

The next decade should be one of the most interesting ever witnessed in education since the good people of Massachusetts first said let's have schools. The training of older workers can contribute greatly to the lessening of under-education and deprivation in this country. The more the older worker can earn, the more he can contribute to the development of the children who are still under his roof and the less he will contribute to the poverty of his children who have struck out on their own, through the requirement of financial assistance from them. In the extended family so often found in low-income groups, learning and earning grandparents and older uncles and aunts are very necessary both for their contributions to the family expenses and for their effects as self-sufficient role models for the younger children.

Occupationally oriented basic education would seem to hold unusual potential for training and development of the older worker. In our experiment, for example, basic education enhanced the ability of the trainees to develop competency in technical studies, to pass tests for employment, to achieve promotions and salary increases on the job (we bring this out in the follow-up) and, most important, to become employed again when displaced from initial placements.

Significantly, too, and as yet not thoroughly understood, basic education seems to contribute to mobility and levels of aspiration. More graduates from curriculums including basic education deliberately sought higher paying jobs, some to the extent of leaving the field trained for and entering and learning new jobs while working at them. All attributed much of their courage to reach up and their ability to keep their feet in this mobility to the perspective, academic background and confidence gained in the basic program.

Further study is needed regarding the exact psychophenomena operating here. No doubt basic education contributes to the effectiveness of manpower training. It may also contribute to the human renewal and development of persons affected and have them start the important movement toward universal enlightenment and a relevant and humane life for everybody in this country.

Thank you.

DR. TAPP: I would like now to introduce Mr. Monroe Neff. Dr. Neff this morning will be speaking productively to the problems of community service and teacher training and also pupil training in basic education.

Dr. Neff has his Ed.D. from the University of Wyoming, and currently he is Director of Adult Education and Community Services, and Assistant Director for the State Department of Community Colleges, Raleigh, North Carolina. He adds to all of that a kind of legislative and political "know-how" I would gather having seen the articles this morning about his adult education problem.

Dr. Neff's subject will be "The North Carolina Plan -- Basics in Teacher Education." Dr. Neff.

DR. NEFF: In order to provide a quality program in adult basic education, it is necessary to provide adequate programs of pre-service preparation for teachers. A teacher should not be employed for an adult basic education class unless he has first been exposed to a pre-service training institute. It is necessary that a teacher understand the characteristics of the undereducated adults before any classroom contact. A teacher without this preparation can do more harm than might ever be corrected in adult basic education classes. In fact, he will probably run more students away from class faster than our recruiters can bring adults into class.

In order to activate and implement a statewide program of adult basic education, it was felt that the first step should be a statewide teacher training program. As soon as the State Plan for Adult Basic Education was approved in North Carolina, November 5, 1964, it was decided that it would be necessary to have between 20 and 30 teacher training institutes in an initial effort to prepare sufficient numbers of teachers for the adult basic education program. The universities and colleges within the state did not have sufficient personnel or know-how for conducting adult basic education teacher training institutes; nor was there sufficient state staff to carry out such an intensive program of teacher training. After searching for qualified consultants, it was felt that the Board for Fundamental Education could provide the necessary personnel to offer a concentrated number of initial teacher training institutes. Contract was made for 24 such institutes throughout the state, and as a result, an outline of a sixteen-hour teacher training institute was prepared after consultation with the training team members and the State Director of Adult Education and Community Services.

In order to provide continuous teacher training after this initial concentrated period, the universities and four-year colleges that have general extension divisions were invited to send two representatives from their faculties to audit and become familiar with adult basic education teacher training institutes. Seven institutions responded by having representatives attend at least one complete teacher training institute. After the initial wave of institutes, these professors were expected to provide the majority of future workshops. Adult basic education materials were purchased and provided for these faculty members. During two one-day sessions with the professors, the various material publishers were asked to present their systems to the group.

It was required by the State Department that the adults who planned to become adult basic education teachers have as a minimum a baccalaureate degree in some discipline -- not necessarily education. It was felt that people at this ability level could be prepared to be successful teachers in this program. The state was fortunate in that it is not bound by the tradition that only certified teachers of children be used to teach our adults. Too many people feel that only certified elementary and secondary teachers should be used in adult basic education programs. Some states even place these teachers directly in the classroom with adults without pre-service training. Thought should be given to possible resources that might be completely untapped. There are many people who are at the necessary ability level to teach adult basic education who are not professional educators. These people might be found among the temporary substitute teachers' lists, among young teachers who quit to raise families, retired teachers, people employed in business and industry, and housewives who have degrees but do not wish to work full-time. It is felt that adults at the baccalaureate level could be prepared to be successful teachers in this program if the proper pre-service and in-service training is made available.

Through the initial 24 teacher training institutes, a few over 3300 teachers completed the pre-service institute. Approximately one-half of those completing the institute were professional teachers, with the other half being lay people with baccalaureate degrees. Since the initial wave, an additional twelve institutes have been scheduled throughout the State, each for a three-day period. The majority were conducted consecutively on Thursday and Friday nights and all day Saturday. A prospective teacher is not paid to attend these institutes and they have to contribute their time and provide their transportation. North Carolina has not as yet adequately researched the problem of a professional teacher versus the non-professional teacher in adult basic education. After the program has been underway for a longer period of time, certain trends will be established.

Approximately one-half of the training time is given to the understanding of the problem of working with the undereducated adult and also understanding of the characteristics that the teacher himself has to possess. Approximately nine hours is consumed by this instruction. The last half of training for the sixteen-hour program is the actual discussion of the various materials and how these materials should be presented. The outline for this institute is as follows:

Problem of Illiteracy

On National Level - Reduction of Prejudice by Education

Ramifications of Unemployment Problem

  Percentage of work force - illiterate
  Percentage of work force - native born

Illiteracy as Detriment to National Defense

  Percentage of Illiterates in WW II
  Percentage of Illiterates in Korean conflict

Correlation between major human ills and illiteracy

Inability to locate employment due to inability to read:

  cannot read newspaper
  cannot find employer's address
  cannot fill in application
  couldn't read job directions
  cannot rise above environment

Duration of Illiterates' Present Employment

  illiterate worker employed in 1950
  illiterate worker unemployed, 1964

Projection of Trend on Illiterate Segment of Population

- trend to increase unemployment
- H. S. dropouts increase segment
- consequence of trend on form of government

Problem of Illiteracy on State Level

Variation of Percentage of Illiteracy from State

- Derivation of Statistics from Census
- Method of derivation

Examples of Instance

- Iowa lowest - 3.9%
- Louisiana highest - 28.7%

Illiteracy in Upper-Middle Class Society

Orientation of School System

Majority of Students from Upper or Middle Class

- Student's normal health
- Student's family background

Minority Class - Students Not From Majority Class Background

- Factors producing deviation
- Results of deviation
- Projection of results

The Illiterate Individual

Danger of Pre-Judgment of Mental Capacity

- indication of true intelligence

Attempts to Disguise Inability to Read or Write

- examples of ruses

The Potential Adult Basic Education Student

Community Involvement

Type of Test to be Used - G.O.R.T. - Form A

- standardized
- efficient
- ease of use
- adult subject after initial lessons

Administration of or Procedure for Testing

Developing Casual Atmosphere

Absence of Obvious Testing Procedure

- no stop watches
- no marking of test booklets
- computation in absence of student

Curriculum for Adult New Readers

- Use of materials

Method - Development of Learning Team

Implementation through Better/Best Student(s)

- maintenance of better students' interest
- other students assisted by:
- student class-leader

Rotation of Class Leadership

Covert Supervision of Leadership by Teacher

Introduction of Handwriting

Introduction of Spelling

Introduction of Arithmetic

Introduction of English Grammar

Goals in Reading Development

Decision of Goals by Class

- guided by teacher
- teacher's responsibility
- students' responsibility

Necessity for Meeting Set Goals

Keeping Reocrds of Individual's Progress

Method for Keeping Record

- necessity for student progress
- critical for achievement

Reference for Grade Level Advance

- from tested-level beginning
- to tested-level end

First Literacy Class Session

Method of Instruction

Teacher

Students Mutually Interview Each Other

- student tells what he wants known
- interviewing student reports on interviewed student

Summation of Each Student Interview by Teacher

Description of Program Goals by Teacher

Decision of Goal

Assignment of Homework

- necessity for meeting goal
- in keeping with student's ability
  and opportunities to complete

Class Period - Time Limits

- necessity for starting on time
- adequate "break" time
- dismissal of students as necessity requires

Teaching of Reading

Giving of Spelling Tests as Indicated

Recording of Grades on Student Cards

Teaching of Writing

Assignments for Homework

Teaching of Mathematics

Classroom Demonstration by Instructor

students follow in text

Teacher Uses Supplemental Problems

Teacher Asks for Student's Recapitulation

Teacher Assigns Better Students to Help Others

Teaching of English Grammar

Teacher Explains Necessity for:

ease of communication
development of education

Students Work in Text Book

Individual Conference with Students to Check Work

Variation of Schedule and Method

Teacher Free to Implement Variations in Schedule

Teacher to Use Variation of Teaching Procedure Most Applicable

Teacher to Use Student Leadership

Retesting for Progress - G.O.R.T. - Form B

Recording of Progress in Grade Levels

Recapitulation of Institute - Summary

Teacher training institutes are generally announced through mass media and through public school systems. In the beginning, some institutes registered as many as 490 participants in average attendance. Since this past summer, all institutes are limited to a maximum of 30 participants. All applicants are interviewed and screened prior to admittance to a teacher training institute. Through this interview, it is attempted to determine if the prospective teacher is concerned with the problem beyond the monetary value. An attempt is made to involve teachers who have empathy for this important program. Each time the "net is cast," only a few are selected for the training institute. To date there has been no shortage of applicants.

Of the seven colleges and universities in the state that sent representatives to the initial institutes, four are playing the major role in teacher training of adult basic education teachers. The State Department contracts directly with the general extension division of each university for the sixteen-hour teacher training institutes. It is obvious that all materials systems of adult basic education cannot be included in each teacher training institute. Each educational community is given the option of selecting the materials system to be included in the teacher training institute. At the present time, thirteen materials systems are on the selective list. Many times request is made for a combination of these materials rather than one materials system in toto.

The state supervisors of adult education help faculty members with teacher training programs. One of the main responsibilities of a supervisor is to provide in-service training, more so than pre-service training. Teacher training institutes are scheduled within the state as they are needed and requested by the local community, to continually provide for the training of teachers for adult basic education programs. There is no minimum or maximum as to the number of institutes that might be held in any area of the state. Funds for these teacher training institutes are held at the state level so that the program can remain as flexible as possible.

To maintain a quality program of instruction, it is necessary that proper in-service training be scheduled. The responsibility for in-service training will be the responsibility of local supervisors of adult basic education. The state supervisors are responsible for holding regional sessions at scheduled periods throughout the year for local supervisors. These one-day in-service institutes of in-service training for local supervisors will provide up-to-date information on materials, techniques and recent research information.

The state supervisors will, upon call, go into the individual educational communities to provide teacher in-service training where no local supervisor is employed. It is necessary that teachers of adult basic education classes understand, before employment, that at least once each month they shall be expected to attend a three-hour in-service session without additional pay. With proper pre-service and in-service training for our teachers of adult basic education, all states will be able to move ahead with strong programs of education for the undereducated adults.

VOICE: What has your success been in advancing the grade levels of your trainees?

DR. NEFF: The average adult progresses one grade level in 60 clock hours of instruction at the cost of $33 per grade. I don't think this $33 is high enough. We are trying to put as much into instructions as we can, and we are really cutting down on supplementary materials that should be available. We are allowing $10 an adult per grade. We should have at least twice that much, but if we do that, we cut somebody out of a class. We have people on waiting lists for classes, so what are you going to do? You try to serve more people. Well, you have a conflict there. But, if we had sufficient money we could do a much better job, and I am not talking about the three R's. I am talking about a comprehensive program that would include all the disciplines that would make up a well-balanced adult education program, not just the three R's. I hope we don't, any of us, stop there. We can approach all of these others through the three R's.

DR. TAPP: Thank you very much.

(Applause.)

DR. TAPP: Our last speaker will be Dr. Elvin Rasof.

Here is a man who is specially trained in the increasingly important area of curriculum and the school learning situation. His doctorate is from Wayne State University, and he is presently curriculum consultant for MDTA, Detroit Public Schools, Wayne State University. Dr. Rasof speaks with authority on many levels, theoretical and empirical, and is abreast of the problems of education and the learning environment. His subject is "Basics Plus -- The Teaching Team."

DR. RASOF: The concept of adult basic education, while new to Manpower programs, has its roots in the ancient tenets of education, per se, viz., the dynamism found in adapting curricula to meet the needs of the students. That this idea has pervaded the Federal training programs is evinced by the statement found in the United States Employment Service Program Letter No. 1604, March 23, 1964, which states in part:

> For MDTA (Manpower Development and Training Act) purposes, Basic Education means elementary education, usually in the general areas of reading, writing, language skills and arithmetic, which will improve an individual's capabilities to a point where he can become employable as a result of occupational training.

Note that the basic education concept is a "means" to the occupational "end."

In Detroit, at the Skills Center in particular, (the Skills Center is an ex-factory consisting of a quarter-million square feet that was deeded to the city by the Federal Government) we conducted a one year MDTA multi-occupational program for functionally illiterate adults. During this period, 1100 adults were processed in this complex, 37% of whom were over the age of forty-five. Of this group, the vast majority had extensive histories of unemployment and were grossly undereducated; yet this vast majority had excellent work histories. For this age group, basic education may have seemed an anachronism, especially inasmuch as their foremost concern was employment. But, for this age group, more than the other adults, schooling took on an ethereal meaning: As one trainee said, "Going to school must be like going to heaven."

What follows is a brief report on the one year program, some general thoughts, results and recommendations, as well as specific remarks pertaining to the 45-plus population.

The Manpower Development and Training Act of 1962 provided skills-training for adults (and youths) in order that "...they may be better prepared for tomorrow." The training was to be for a specific job so that the trainee would be eligible, in a minimum amount of time, for employment: in fact, "job-entry level" was the indicated goal. As months went by, the Congress, recognizing that many unemployed were prevented from enrolling in MDTA programs because of academic shortcoming (primarily reading skills), amended the Act in 1963 to include "basic education."

In September, 1963, the Detroit Board of Education, anxious to augment its ongoing Manpower programs with this new provision, submitted a proposal to the Federal Government for a "... basic education program...structured to help equip 1000 educationally deprived individuals with basic education skills necessary to qualify for, and benefit from, occupational training." The proposed program was to run for one year, beginning September, 1964.

At this time, an agreement was made between the Area Redevelopment Administration (ARA), the Detroit Public Schools Federal Vocational Programs, and Wayne State University for a training program which would supply the instructors required for adult basic education. The plan was for the Michigan Employment Security commission (the local Department of Labor office) to recruit forty Detroit adult heads-of-household who were "college dropouts;" for Wayne State University to provide ten weeks of education (deemed as the minimum requisite to the teaching of adult functional illiterates); and for the Detroit Public Schools to select the adult basic education staff from this group. All fees were to be paid for under the Area Redevelopment Act. Credit here should be given to Mrs. Ann Gould and her ARA staff for their vision.

This bold plan was predicated upon two hypotheses, viz., (1) there existed an acute shortage of teachers in the Detroit Metropolitan Area, and (2) the concept of an "educational technician" (a term coined during preliminary meetings) was in keeping with the pervading experimental approach.

The curriculum at Wayne State University was as follows (in the order taught during an eight hour day):

Philosophy of Education

Evaluation and Measurement

Communicational Skills

Psychology

Audio-Visual Preparation

Audio-Visual Utilization

Computational Skills

The first five weeks were devoted to course work and the last five weeks were spent in quasi-teaching situations and seminars. The 37 who eventually completed the course were hired by the Detroit Public Schools for use in either adult or special youth Federal programs.

Initially, when the first group of regular trainees arrived on September 21, 1964, the plan was to utilize a "team teaching" approach. The 24 educational technicians assigned to the adult program were divided into three levels: beginning, intermediate, and advanced. Within each level (i.e., "team") the staff assigned persons to areas of Reading, Airthmetic, and Personal Adjustment.

The trainees, in turn, were divided into three groups by gross reading ability. Level 100 was the beginning, 300 was the intermediate, and 500 was the advanced level. On a coarse attempt to compare these to grade equivalency, one might think of level 100 as non-readers, level 300 as first and second grade and level 500 as third grade and up. Within each academic level, the trainees were distributed into three groups depending upon when their particular occupational class met.

The primary purpose of MDTA training being to reach job-entry proficiency, first claim to trainee time was made to accommodate the occupational preparation. Inasmuch as the original scheduling plan was for two-thirds academic and one-third occupational training, the adult basic education program was faced with one-third of the student body being out of the area one-third of the time.

Normally, two instructors would work with a particular class and then have some time to review their lesson. This was made possible by the fact that the early enrollment was low and the program directors wished to facilitate the team approach. The basic thought underlying such an approach was that the instructors, being "new," would support each other in class and thereby offer the maximum to each trainee. Much concern was given to utilizing team teaching but the format was finally changed over to a platoon system toward the end of 1964. The reason for this change falls somewhere between the fact that the class sizes were rapidly growing (300 students were enrolled at this time, arriving at the rate of approximately sixty every two weeks), and the fact that the instructors did not perceive team teaching in its hoped-for altruistic light. The decision was made to look for a scheduling change which would allow for a small teacher-pupil ratio.

Consequently, when the academic staff decided to change its format from a team approach to a platoon system, the occupational staff decided that this was an appropriate time to adjust its program. The new schedule for the total Skills Center was for each trainee to enter both basic education and an occupational area so that half of the day would be spent in each. For basic education, this meant that up to 500 adults could be accommodated at any given time, 250 in the morning, while the balance were in occupational training, and 250 in the afternoon, while the morning group was in occupational training. The ultimate goal would be achieved when a trainee progressed to straight eight hour occupational training.

Perhaps the finest product of the team teaching arrangement was the original instructional material. Because two persons worked with one class, and because instructors were grouped into levels by academic area, the opportunity for preparation of pertinent material arose, and time was made available to encourage its development. In fact, two of the instructors wrote a pre-primer which was subsequently published by the Detroit Board of Education. Original material developed ranged from simple arithmetic worksheets to reading material written especially to stimulate discussion. The following sample is a typical story written by an instructor:

Adult Basic Education
Skills Center, MDTA
Detroit, Michigan

Vocational Personal
Adjustment and Reading
November, 1964

"TWO PLUS TWO EQUAL FOUR"

"What are you learning down there at that school, Harry?"

The fellows on the corner were asking Harry why a man of his years would want to return to school. They were talking and signifying, and generally trying to put the thing on Harry.

"Can't teach an old dog new tricks."

"I know what he's going to school for. He wants to learn how to count so he can figure the numbers better."

The men all laughed at this.

"Yeah, and he wants to read so he can look up his dreams."

The men were really going now.

However, Harry didn't let the men get to him. He explained to them just what was happening.

"Well fellows, I just got tired of this on again, off again type of work. I want a steady job and a good job. This thing I'm in, is my chance to get it."

"You don't need a college education to push a wheelbarrow," replied one of the men.

"Yeah," said Harry. "And you don't need any kind of an education at all to stand here on the corner and participate in your favorite pastime."

Harry backed off a bit, then stepped forward and said, "You asked me what they are teaching me at the Center. Well, now I'm going to tell you. Mac, you have always wanted to learn arc welding, haven't you? Well, we have a program that will teach you this, and pay you while you learn. No strings attached. We also have a janitorial and bump shop training program. All in all, we're going to have at least sixteen training areas opening up. And all of you probably could get into this thing."

Harry stopped for a second, then grinned to himself. "Listen, my friends, this might be the last time you hear this kind of signifying jive coming from me, so check it closely:

I'm no longer building castles in the sand,
For I'm going to become an educated man.

No longer waiting for two plus two to equal five,
Nor listening to any other of that nonsense jive.

And I'm the man that brought loafing to town,
Why, people used to come and stand around
Just to check what I was putting down.

But now I'm in the program, and I could shout
'Cause ain't nobody gone to talk me out...

I want bread on my table
And peas in my pot...
And while I'm getting my skills
These thing I've got.

QUESTIONS FOR DISCUSSION

1. What kind of fellows do you think would talk to Harry this way?
2. What did Harry mean when he talked about their favorite pastime?
3. What kind of fellow do you think Harry is?
4. If you were Harry, what would you have said?
5. What do you expect to learn here?

Very little commercial material was used in the beginning--and very little throughout, considering that 1100 adults were serviced--because of the feeling that the trainees had "failed" with this approach before, and the new format meant precisely that: NEW. However, it soon became evident that the great majority of the trainees had either never been to school, had extremely little schooling (almost of no consequence), or had been away from a formal school for such a length of time as to make all notions of "exposure to an archaic method" an error. Soon, the new commercial publications were purchased and used to good advantage. The final proof of the trainees' desire to learn from anything available was given when some used books were discarded by the Detroit Public Schools and Dick and Jane found their way back into the classroom. Many trainees asked permission to take these books home in order to demonstrate their progress to friends and family; most trainees selected these books when given the opportunity to select individual books; and the coup de grace to the anti-commercial movement came when a trainee brought his daughter, for the first time in their lives, a birthday cake, after reading about it in Dick and Jane. Obviously, adults who desire to read are not as picayunish in regard to their instructional material as is commonly thought by some educators.

In order to supplement the various teams' production of instructional material, a Materials Preparation Laboratory was developed. This concept had been expressly written into the original proposal and had its staff -- two men expert in wood and metal crafts, and one artist. At one time or another, this team was responsible for creating hundreds of visuals, various classroom accoutrements not ordinarily found in "factories," automated devices, and program-machines, thus supplying a whole bevy of unique instructional aids.

The classroom area totaled approximately 4500 square feet and was divided into eighteen classrooms: each room was capable of seating a minimum of twenty-four students. Inasmuch as small classes were desired, the full capacity of 400 trainees was never attempted; instead, the total population at any given time was held to a maximum of 250 (a pupil-teacher ratio of 10-1). Each instructor had a desk or table plus ample cupboard and file space. Four regular typewriters and two "sight saver" typewriters, as well as mimeograph, ditto machines, and more exotic duplicators were available.

The basic education approach on the new schedule change was to reform the teams into three new teams for each of the curricular areas (the concept of belonging to a particular area was felt important), viz., Communicational Skills, Computational Skills, and Personal Adjustment. Shortly afterwards, it was felt that the label "Personal Adjustment" was detrimental, and that this concept, more than any other, normally pervaded the total curriculum. Finally, the third curricular area was called "Occupationally Related" and served to bolster the occupational areas. The arrangement that served during the balance of the program was to have nine instructors on the Communicational team, five on the Computational team, and eight on the Occupationally Related team. The major change, therefore, was to have staff concentrate upon subject matter instead of cutting across these areas. In fact, with the abandonment of team teaching, and assigning of classrooms and fields of specialization, the Skills Center came to "look" more like a "typical" school. However, the remaining two instructors were assigned to a quasi-curricular area which belied the "typicalness" and helped emphasize the degree of innovation in adult education. The "course" was called "Orientation."

The Michigan Employment Security Commission was responsible for the recruitment of trainees and had a resevoir of potential enrollees available, sending them to the Skills Center as needed. Seventy-five students were requested every two weeks (sixty-five, on the average, appeared) so that there would be a gradual acceleration, allowing instructors time to prepare and, perhaps of greater importance, time for the trainees to prepare. This two-week span of time was labeled "Orientation" and had as its primary objective the following:

1. Accomplish and process all necessary school forms
2. Allow for interview by Michigan Employment Security Commission Counselor
3. Prepare trainee for classroom-work situations
4. Utilize gross screening instruments
5. Attempt to reinforce motivation
6. Involve all in some classwork; begin checklist of basic termination criteria; give non-readers extra start
7. Begin Personal Adjustment program with lectures, films, and group discussions
8. Alert trainees to school regulations
9. Acquaint trainees with form "ES-952, Allowances"

These objectives were handled in the following ways (partial list):

Each trainee was given a hard cover notebook, pencil, paper, and ruler for personal use. Occupational choices were selected after counseling and tours made of the various training areas. Tests were given to those able to fill out a simple form requesting name and address. Those completely illiterate were put into an eight-hour academic day for more intense screening.

For many, this was not the first time that they found themselves in an alien world (school), with a host of other peers in a similar position. Consequently, open-end discussions were easily entered into, and proved to be a very valuable and highly informative source of "feelings" to staff and students. Participation was encouraged and under the skill of the two instructors, many deep seated emotions were released only to be shared by the others and their emotional impact debilitated.

Everything possible to promote the staff's concern for the new enrollee's well-being was done and a tone of courtesy and respect for student and faculty prevailed.

At the conclusion of this two week period, the trainees were distributed into the regular program. Test scores as well as comments by the Orientation staff were used in determining proper class level. The basic academic distribution was as follows: for the four hours spent in basic education, if a student was completely illiterate, then he was given two classes of Reading and one class of Arithmetic. (It was very possible that the Arithmetic would be at a different level.) For a student who could read at about the first or second grade level, there would be one each: Reading, Arithmetic, and an Occupationally Related class. (For example, a trainee might be in "Reading 5," "Arithmetic 2," and then meet with all of the Cooking class in that particular academic half-day.) For the "reader" who understood arithmetic through long division, the schedule called for one Reading class and two Occupationally Related classes, the hope being that any "advanced" arithmetic would be handled in a manner relating it directly to the occupation.

Inasmuch as the term "functional illiterate" included persons able to read (below the fourth grade level) it was felt necessary to separate the trainees into two gross Reading groups: those able to read slightly and better (about first grade up) and those performing below this level. Those falling in the latter category were given a series of two Reading classes per (four hour) day, the former receiving one class per day. Consequently, the nine instructors assigned to the Reading team were divided into two sub-teams: four instructors were selected to work with the beginners and the other five were put with trainees having reading skills ranging from about first grade and up.

The Beginning Reading team concerned itself with those basic fundamentals indigenous to the reading function, i.e., recognition of symbols, visual discrimination, etc. In particular, realizing that all trainees were responsible for the weekly completion of an allowance form in order to receive any stipend, this team developed material whose end result was the ability to recognize the words "Name" and "Address" (as well as some basic sight words needed to accomplish this task of learning). The resulting text was published by the Detroit Board of Education as Publication 5-905 TXT, Basic Reading Skills.

It soon became apparent that the non-reader (beginning group) would be hard pressed to achieve any competence in the "short" time spent in half-day basic education (data show that the mean time spent was 26 weeks, with approximately two-thirds of the trainees leaving for eight hour occupational training after receiving between five and seven months of basic education). The problem of what to attempt to teach in this time influenced the selection of any material.

Inasmuch as the world about the trainees was "verbal" the hope was that they would somehow continue their education (if only to read the words around) upon leaving basic education. To aid in this goal, a linguistic approach was adopted in teaching reading and a basic text purchased. This text also contained a teacher's guide and its chapter "guides" provided an excellent syllabus; both necessary items with sub-professionals. (The "whole word" approach was utilized by the mere fact that the adults knew many words and needed only to recognize their written symbols.)

The "upper" level Reading team used various media including (free) local newspapers and loans of books by the Detroit Public Library.

As students progressed, they were moved into a higher class meeting at that hour. The "highest" class operated at about the sixth grade level.

The primary goal of the Computational team was to aid the trainees in recognizing numerals and in performing the four basic arithmetical operations. The five instructors attempted to group the trainees into four levels: Number Recognition and Addition, Subtraction, Multiplication, and Division. Inasmuch as there is much overlap in the operations of Arithmetic, and these groups were not as homogeneous as were the Reading groups, it was common to find students at all levels in a class. Because of this, much stress was put upon worksheet-study and the staff devoted a major portion of its time to this development. Because worksheets were easily prepared, little commercial arithmetical material was purchased.

The occupational areas were divided into the following:

Service Trades

- Custodial
- Maintenance
- Tailoring
- Furniture upholstery
- Landscaping

Metal Trades

General Machine Operator
Metal Finisher

Auto Trades

Auto Mechanic
Auto Service Station Attendant
Used Car Reconditioner
Wheel Alignment and Brake Adjustment
Auto Body Repairman
Auto Glass Assembler
Auto Upholsterer
Auto Transmission

Commercial Trades

Cooking
Short Order Cook
Baker

By arranging the schedule, it was possible for these areas, individually and by combining some, to be presented as Occupationally Related classes. The purpose was to bolster any information received in the actual Occupational class. For example, Custodial trainees improved their reading by learning to master words peculiar to their occupational area (and to master words peculiar to their occupational area by improving their reading), Cooking trainees learned ratio and proportion by manipulating recipes (and to manipulate recipes by learning ratio and proportion), and Auto Mechanic trainees learned measurement concepts by reading meters (and to read meters by learning measurement concepts). To facilitate this academic aid, the Occupationally Related instructors spent time in the Occupational areas and created material pertinent to the training. In addition, the Materials Preparation Laboratory created supplemental equipment to aid in explaining many occupational concepts. The six instructors assigned to this area also devoted class time to discussions involving the occupation (in the form of personal adjustment). From this, it was hoped, that trainees would gain a better picture of what was required of them both in the program and eventually on the job. Many job-seeking practices were included in this portion of the curriculum and students filled out application forms and went through simulated interviews that were taped and replayed.

Inasmuch as the primary function of MDT programs is to train a person for job-entry competency in a selected occupation, the basic education phase was somewhat at the mercy of the occupational instructor. By this, it is meant that when a trainee had reached a certain level in his occupational area, his occupational instructor would usually request that he be transferred from a four hour schedule (four hours occupational training and four hours basic education) to a straight eight hour occupational day. (From there, the trainee would transfer to an eight-hour afternoon shift--4:00 P.M. to midnight--and eventually to a job.) As a means of providing a minimum control over the trainee's academic accomplishments, a set of minimum criteria was prepared. These were as follows:

1. Ability to read and fill out simple job application forms
2. Ability to read a basic list of signs
3. Ability to read time--to a quarter of an hour
4. Ability to dial telephone
5. Knowledge of major Detroit streets
6. Ability to receive change from one dollar and check same
7. Ability to sign name and to print name in proper spaces
8. Ability to take tests no more difficult than the Basic Education Reading and Arithmetic tests

As a means of enriching basic education in an Alpha and Omega fashion, two supplementary programs were tried on a two-week experimental basis. One was an eight-hour academic program, operating from 4:00 P.M. to midnight, for the non-readers. The second was a job-seeking clinic, operating during the afternoon hours, for those near termination. The eight-hour academic program was an attempt to expose the non-reader to as much academic experience as possible, a step that was integrated into the new proposal, while the job-seeking clinic was as attempt to enhance the trainee's job-seeking skills.

As a means of gross sorting, coarse grading, and as a teaching device, the project devised its own Communicational and Computational tests. The form used was that of the non-consumable booklet with a "machine scoring" type of answer sheet. Although this is possibly the most difficult kind of test, the thought was that the trainee would encounter this form more often in his job-seeking time. The tests were given during orientation and then approximately every ninety days thereafter (data show an average movement upward of one-half grade every test period). The raw scores were converted to grade levels by using some trainees' Metropolitan Achievement Test scores for comparison. These scores were eventually arranged by percentile rank and T-score.

The original plans for teaching Basic Education to adults were to take advantage of the newness and experimental tone of the project in order to create an optimal teaching situation. Within the classrooms, adults were to be taught the rudiments of Reading, as well as Arithmetic and a better notion of themselves.

Teachers, who had never been teachers before, were to light the torch of wisdom and maintain its flame with their own instructional creativity. And, considering the characteristics of the trainees, both sets, including the educational technicians, did remarkably well. The following are some of the characteristics of the trainees.

The federal Government, in its many reports, examines trainee characteristics by sex, age, schooling, length of employment and unemployment. The following statistics have been arranged to follow the government pattern.

Of the 1100 enrollees, 81% were male and 19% female. Figure 1 shows a distribution of the total population into these sub-populations, which are, in turn, broken down by age, schooling, length of employment and unemployment. Note: although these data show four males enrolled for each female,

1. In the category "schooling, less than eight years," the ratio is seven males for each female.

2. In the category "employment, ten years or more," the ratio is eight males for each female.

This information is noted to emphasize that although the population was heavily male, and even though there is a correlation between years of school and length of employment (i.e., the less schooling, the more years in which to work), the project under discussion had twice as many men in these categories as expected.

By considering each of the male and female populations as 100%, Figure 2, where one side appears to be a mirror-image of the other, demonstrates how similar the two proportions are.

Figure 3 compares the project population with figures taken from data prepared by the Secretary of Health, Education, and Welfare (Third Annual Report). Note that the national figures, reflecting the MDTA program before the addition of basic education, plus a male-female mix approximating a one-to-one ratio (compared to the project's four-to-one ratio), will tend to present the project's data as being more sympathetic to the needs of the underprivileged than shown by the national data. This is not necessarily so, and all that can be safely said is that the project population was older, had less education, a better work history, and a lengthier history of unemployment than nationwide MDTA projects not offering basic education.

As stated earlier, tests were devised for use with the enrollees, and the subsequent raw scores were converted to grade levels approximating the Metropolitan Achievement Test. Figure 4 is a graph showing the grade level distribution based upon 1100 tests. Note that 59% of the population score below a third grade reading level--and for those who do not agree with the method of conversion, 14% could not answer one question and the first quartile score is 8, with a median of 35 out of a possible 68. (The Michigan Employment Security Commission tested a sample of 102 men and found their mean reading score to be 2.7 grades. This compared to the median of 35, mentioned above, converting to 2.5 grades.)

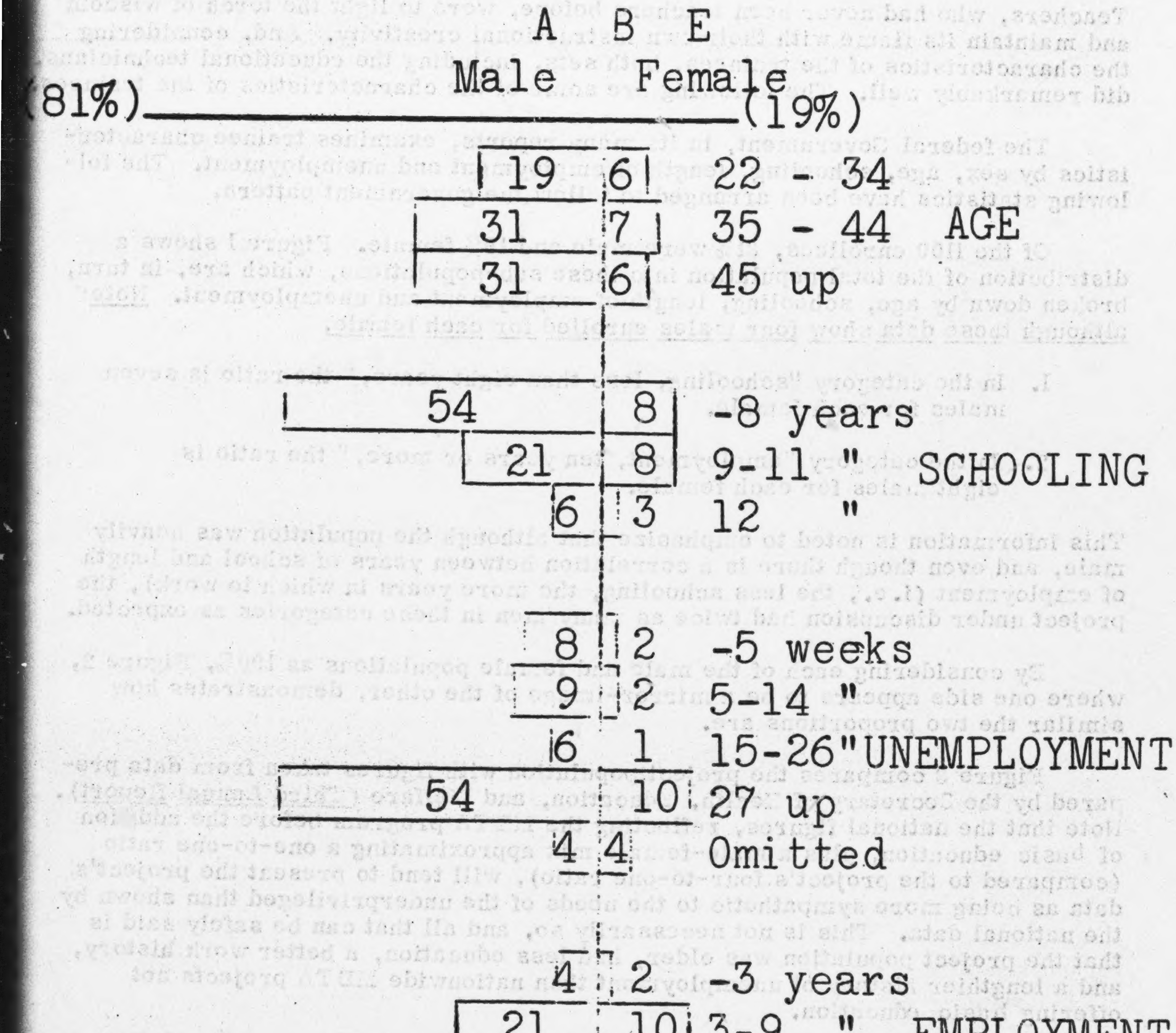
A B E
Male Female
(81%)
(19%)
19 6 22 - 34
31 7 35 - 44 AGE
31 6 45 up
54 8 -8 years
21 8 9-11 " SCHOOLING
6 3 12 "
8 2 -5 weeks
9 2 5-14 "
6 1 15-26" UNEMPLOYMENT
54 10 27 up
4 4 Omitted
4 2 -3 years
21 10 3-9 " EMPLOYMENT
56 7 10 up

Figure 1

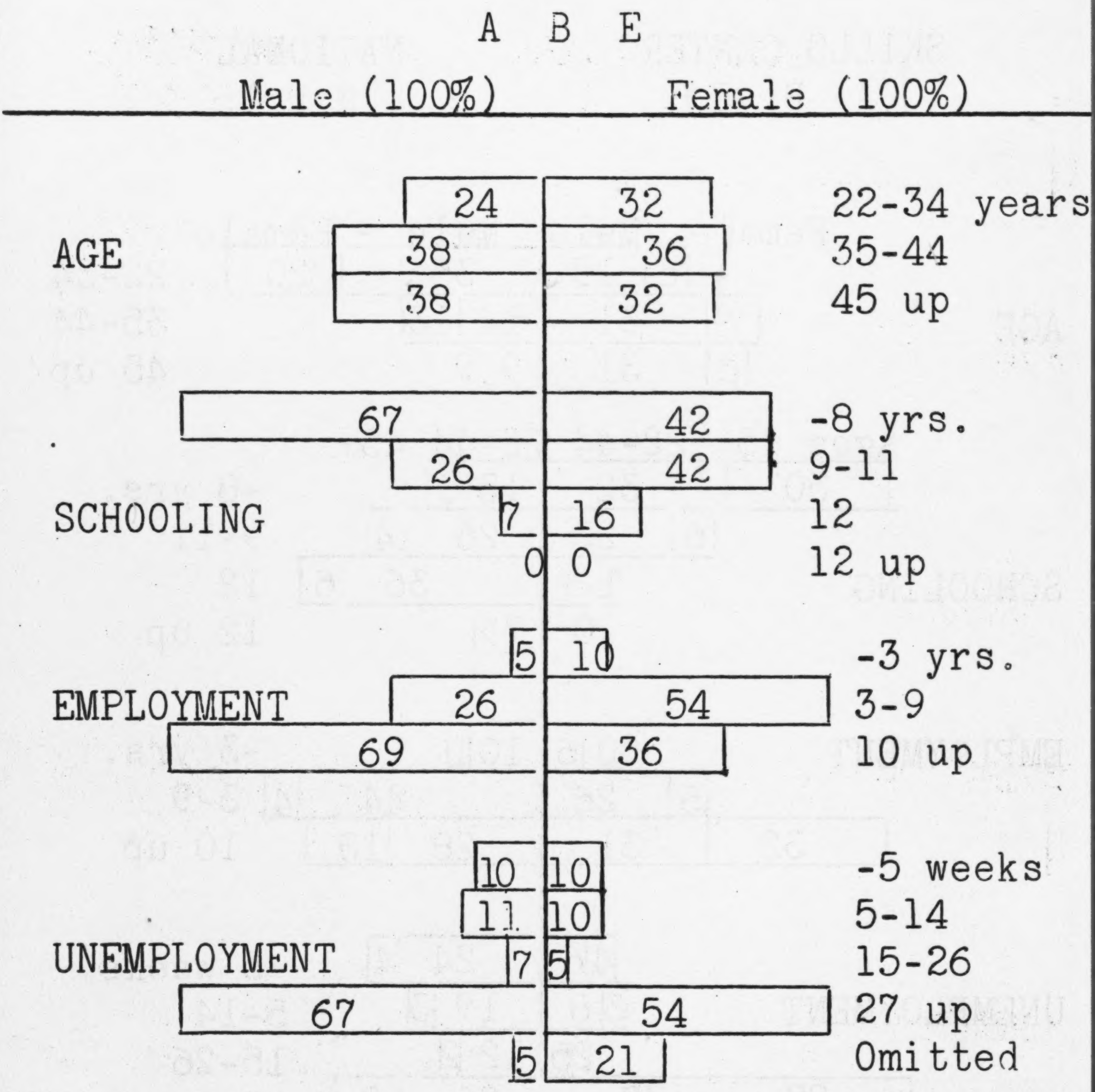
A B E
Male (100%)
Female (100%)
AGE
24
32
22-34 years
38
36
35-44
38
32
45 up
SCHOOLING
67
42
-8 yrs.
26
42
9-11
7
16
12
0
0
12 up
EMPLOYMENT
5
10
-3 yrs.
26
54
3-9
69
36
10 up
UNEMPLOYMENT
10
10
-5 weeks
11
10
5-14
7
5
15-26
67
54
27 up
5
21
Omitted

Figure 2

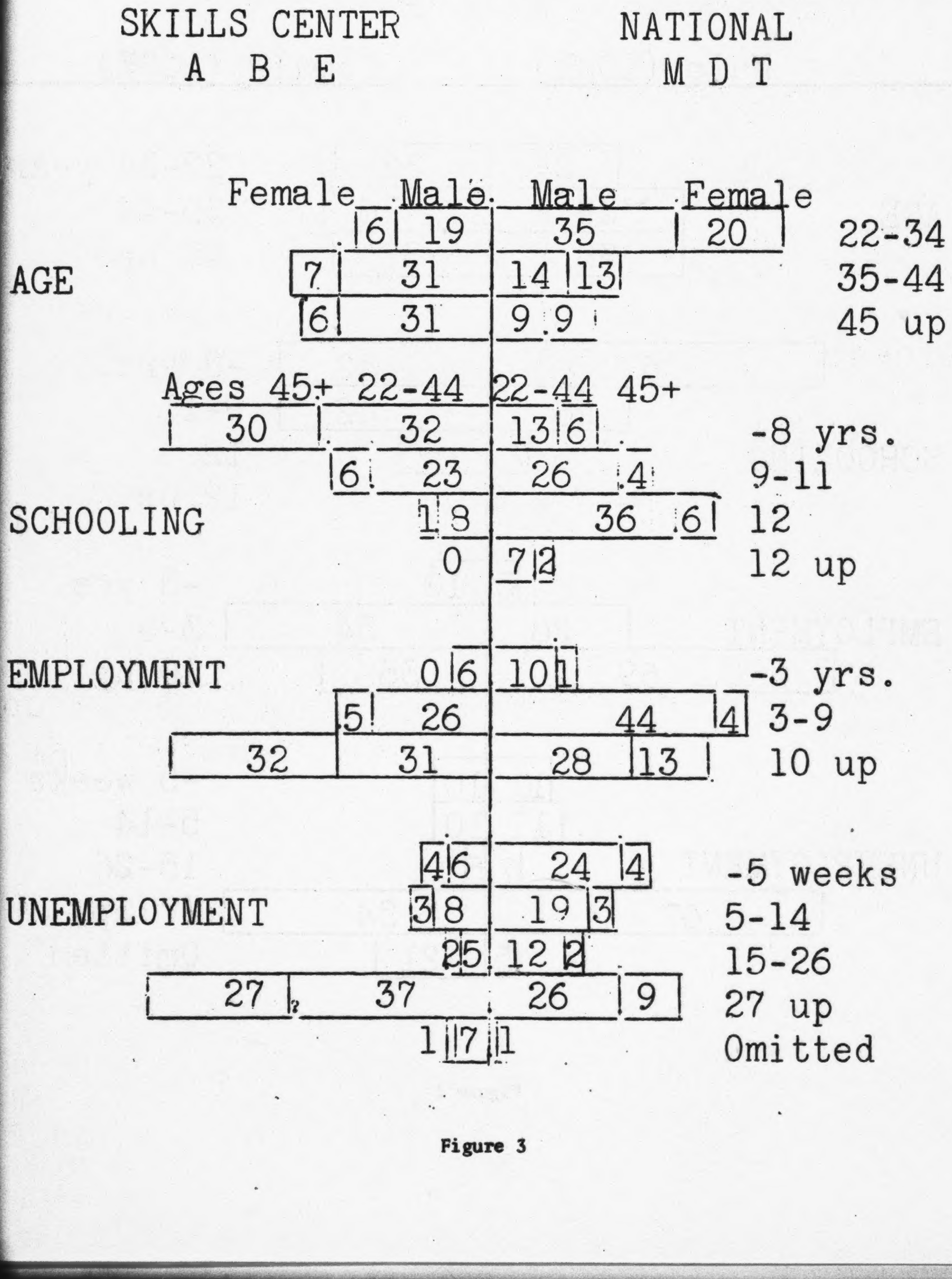
SKILLS CENTER
A B E
NATIONAL
M D T
Female
Male
Male
Female
AGE
6
19
35
20
22-34
7
31
14
13
35-44
6
31
9
9
45 up
Ages 45+
22-44
22-44
45+
SCHOOLING
30
32
13
6
-8 yrs.
6
23
26
4
9-11
1
8
36
6
12
0
7
2
12 up
EMPLOYMENT
0
6
10
1
-3 yrs.
5
26
44
4
3-9
32
31
28
13
10 up
UNEMPLOYMENT
4
6
24
4
-5 weeks
3
8
19
3
5-14
2
5
12
2
15-26
27
37
26
9
27 up
1
7
1
Omitted

Figure 3

READING COMPREHENSION, ABE

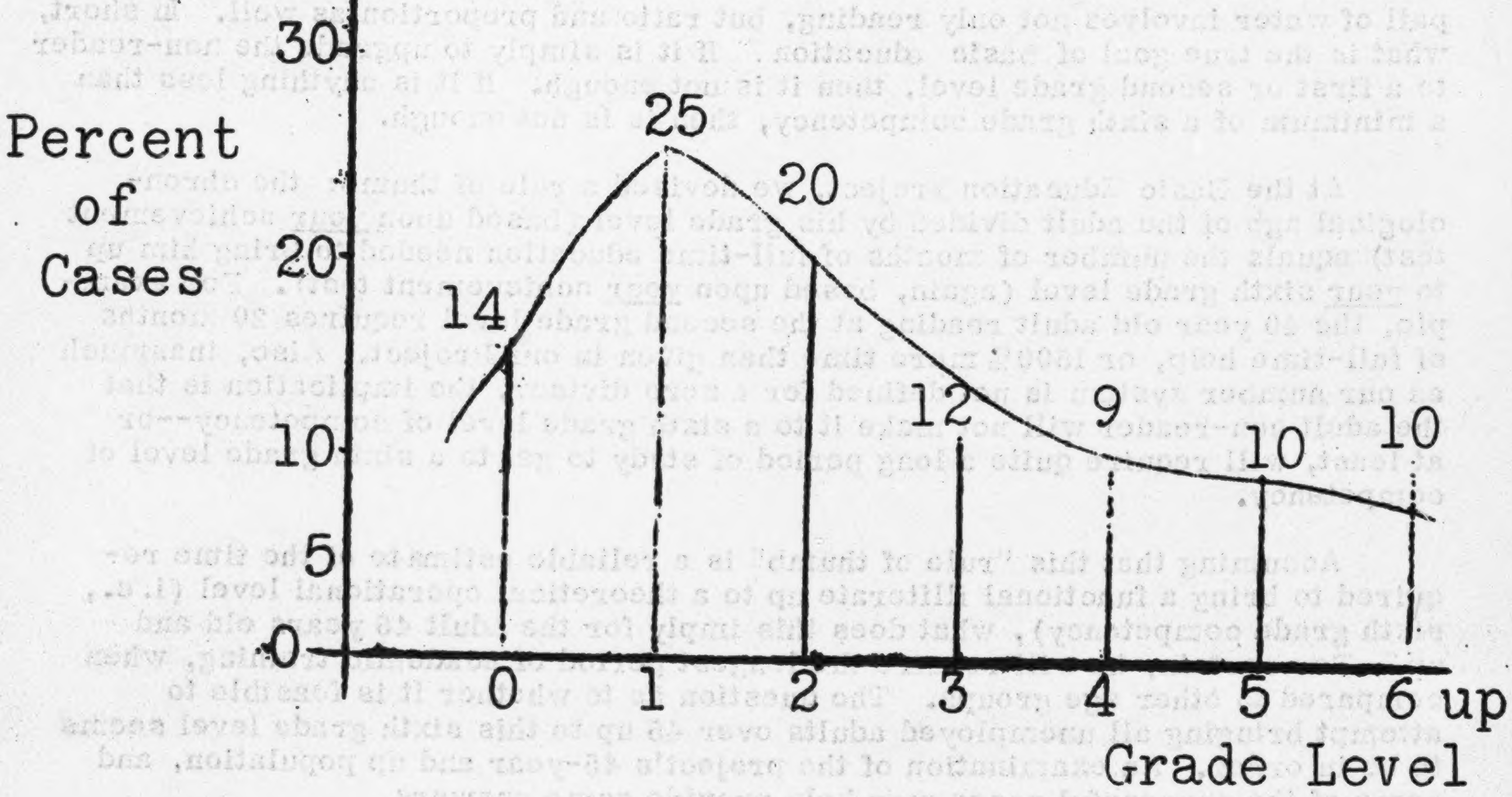

Figure 4

To summarize to this point: the Detroit Public Schools Adult Basic Education Project enrolled 1100 adults. Of this population, the majority were male (81%), over thirty-four years old (75%), had an inadequate education (62%), had excellent work histories (63%), and had been unemployed an exorbitant length of time (64%). True, this was the population requested and that appeared for training. True, this was the portion of America in greatest need of. help. True, the ancient Chinese proverb states that to walk a thousand miles one must take a first step--but when the chips are down, how much can be done with an illiterate adult in (approximately) 200 hours? Is a movement of one or two grades enough in a society where "simple" job-application forms are written at the third grade level? Or where the newspaper is written at the sixth grade level? And have you ever seen an automotive tech manual? Even the direction for mixing detergent in a pail of water involves not only reading, but ratio and proportion as well. In short, what is the true goal of basic education? If it is simply to upgrade the non-reader to a first or second grade level, then it is not enough. If it is anything less than a minimum of a sixth grade competency, then is is not enough.

At the Basic Education Project, we devised a rule of thumb: the chronological age of the adult divided by his grade level (based upon your achievement test) equals the number of months of full-time education needed to bring him up to your sixth grade level (again, based upon your achievement test). For example, the 40 year old adult reading at the second grade level requires 20 months of full-time help, or 1500% more time than given in our Project. Also, inasmuch as our number system is not defined for a zero divisor, the implication is that the adult non-reader will not make it to a sixth grade level of competency--or at least, will require quite a long period of study to get to a sixth grade level of competency.

Assuming that this "rule of thumb" is a reliable estimate of the time required to bring a functional illiterate up to a theoretical operational level (i.e., sixth grade competency), what does this imply for the adult 45 years old and up? For certain, he will require the longest period of academic training, when compared to other age groups. The question as to whether it is feasible to attempt bringing all unemployed adults over 45 up to this sixth grade level seems to be in order. An examination of the project's 45-year and up population, and some of the successful cases may help provide some answers.

Figure 5 examines this population as it appears as 37% of the total. Note that of the total population, 30% of those having eight years or less of school, 27% of those unemployed longer than half-a-year, and 32% of those employed ten years or more belong to the 45 years and over age group.

An even more realistic look is to take the 45 and over age group as if it were 100% and then examine the various categories in this perspective. This is done in Figure 6. Note that from this view, of the total forty-five and over age group,

AGE 45 up, ABE
(37%)

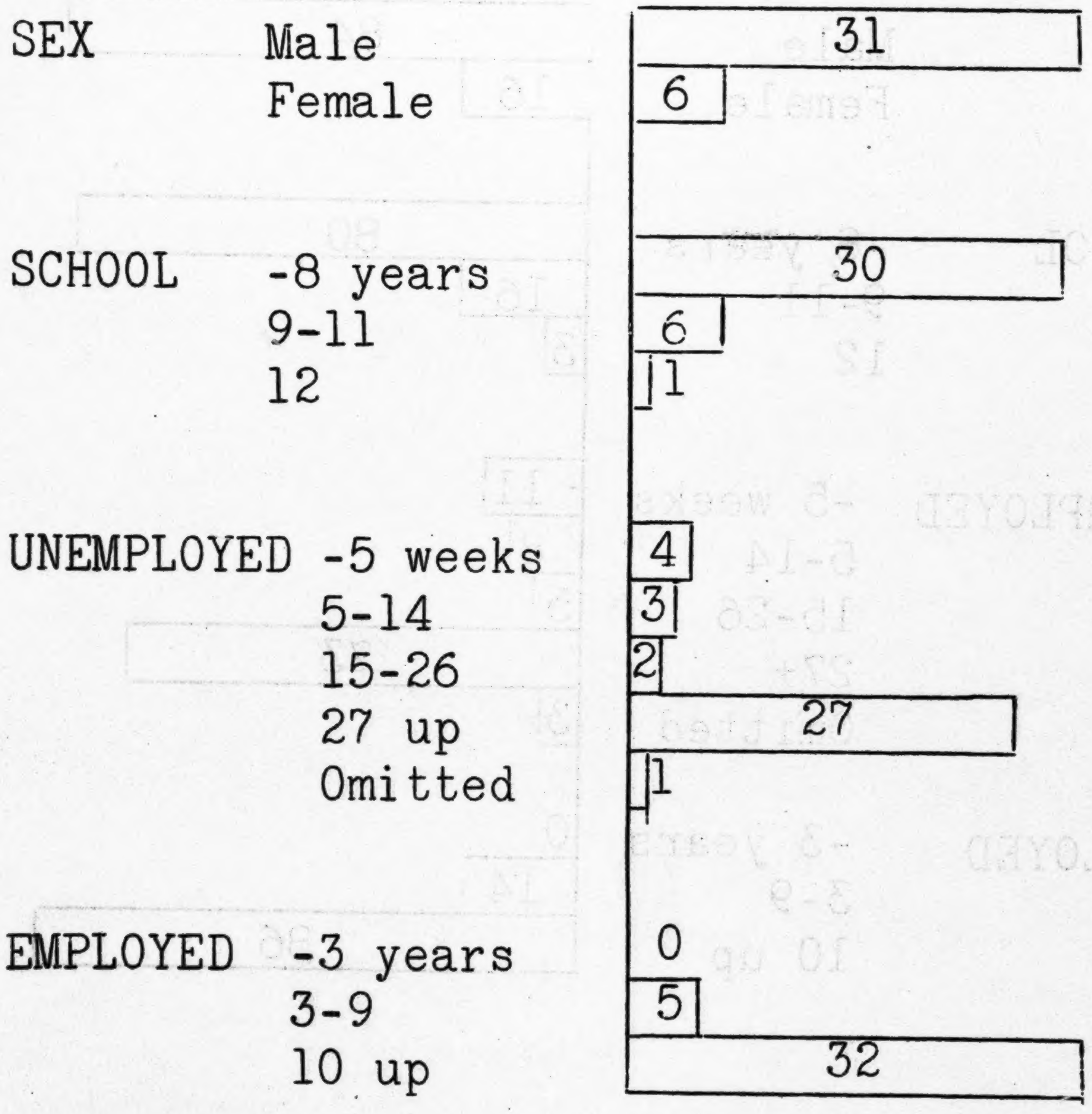

Figure 5

AGE 45 up, ABE

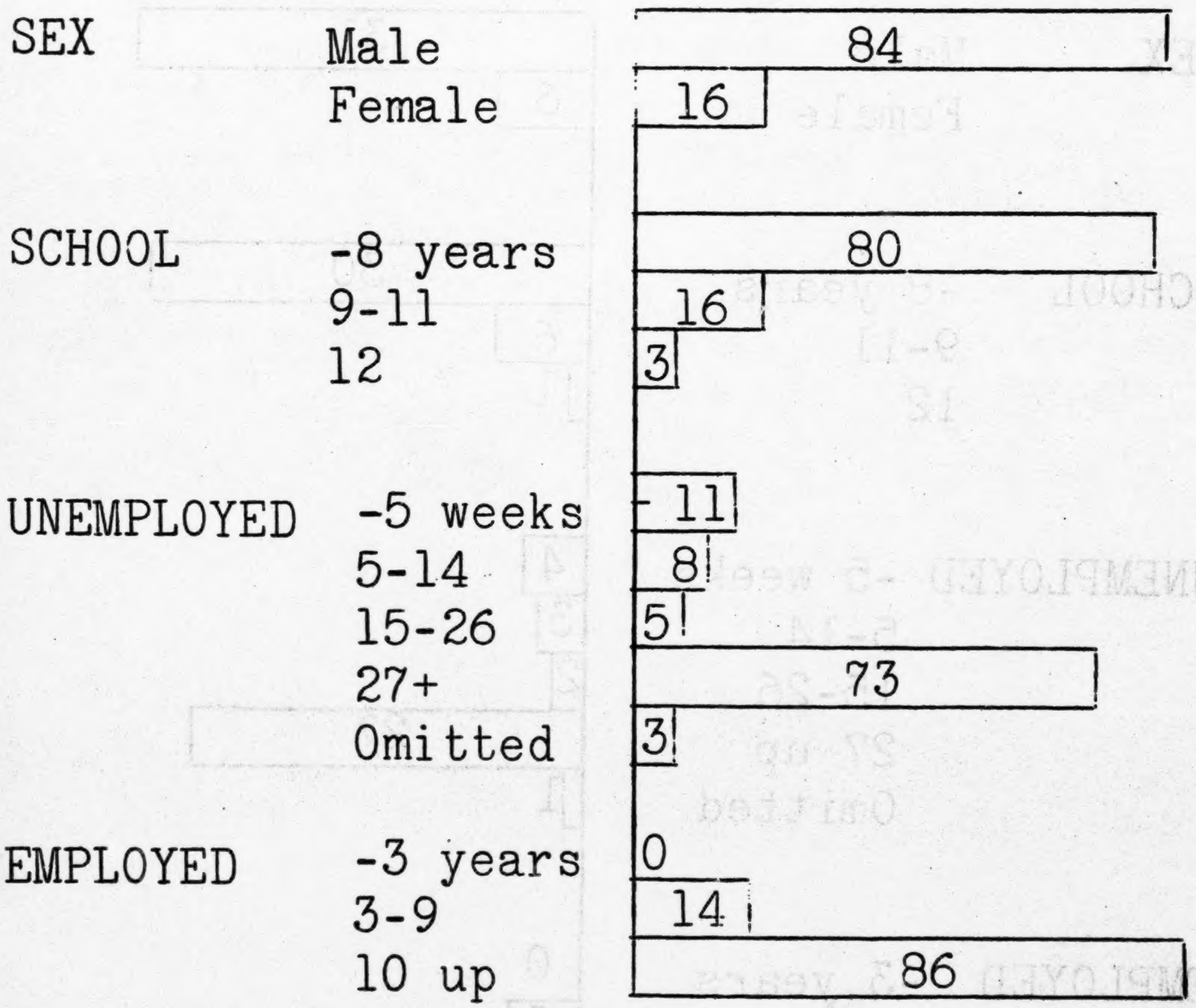

Figure 6

1. 84% are male
2. 81% have an eighth grade or less education (the majority having less than a third grade competency)
3. 73% have been unemployed longer than half-a-year
4. 86% have been employed ten years or more

There is no comment, no analysis that can do justice to this picture; it stands, or rather falls, on its own merit.

The approach taken in this Project was to place the "older" adult into an occupational area that would offer some hope of successful completion of the program, and some hope of future employment. Consequently, a majority of these persons were counseled into the Custodial area and into Used Car Reconditioning; some into Auto Service Station Attendant (by virtue of failing to succeed in the Auto Mechanic program), and Cooking. These are occupational areas that will "allow" a person with limited abilities some measure of success.

Academically, this sub-population was treated the same as were all the other trainees. By virtue of their poor academic background, many of this age group were grouped together in classes. Among the various types of instructional media, some of the more successful were actual street signs found to be common in the City of Detroit, oversize pencils, Arithmetic worksheets utilizing one-inch graph paper to act as guides for writing numerals, and wherever possible, work that could be taken out of the classroom. Evidently, many trainees sought and used outside help.

An example of how basic education can function vis-a-vis with occupational training is found in the Custodial program--a program that contained mainly adults 45 years old and over.

Realizing that many of the trainees directed into this area of employment training would be older, and would resent learning "janitor" work, the Occupationally Related class was constructed to emphasize the positive aspects of the work (e.g., steady employment, wages between $60.00 and $80.00 per week, willingness of employers to hire illiterates, etc.), and to provide fast academic aid. Lists of words commonly used in the field were concentrated upon, tools were labeled and every effort was made to correlate the actual training with basic education. The occupational instructors were men who held full-time positions as supervisors at Detroit's ultra-modern City-County Building, thus adding an extra measure of respectability to this area. The proof of its success is that approximately 200 adults have been trained in this area, with a 70% placement record.

A case study is Mr. W. E., Negro, age 53, born in the South. Reading level approximately first grade. Enrolled in project during November, 1964, left basic education during June, 1965, for eight hour occupational training; terminated because of employment in September, 1965. Reading level when terminated, approximately third grade. Employed by firm specializing in custodial service on a half-time basis, pay $1.50 per hour. Two months later, a large department store, using the service, hired Mr. W. E. for a suburban store. Pay here was $75.00 per week plus fringe benefits and opportunity for pay increases. What adds much luster to this history is the following: Mr. W. E. returned to the project recently to learn how to clean terrazzo floors. It seems that he had noticed scuff marks on the lobby floor (this was a new store) and felt that if he could find out how to remove them, the lobby would stay nicer. Although there is no provision for this additional training, the instructors were only too glad to help. While here, Mr. W. E. was asked how he was helped by the Project. His words were that, besides the training in Reading and Custodial work, he felt that the real help was in getting the job. You see, Mr. W. E. had been unemployed for over eight years--ever since he had had tuberculosis. As he so aptly put it, "Who'd want to touch an old man who had T.B.!" Yet, he was "trained" and employed. His employers are known for their liberal policies, and, barring illness, Mr. W. E. should be secure on his job. After all, not every employee is concerned with the boss's terrazzo floors. (As an additional note, when Mr. W. E. was hired for the full-time job, he notified his Occupational instructors so that they could secure the half-time job for one of the trainees in the Project.)

On the whole, our feeling is that the Project has been highly "successful," although true success cannot be measured. Over three-fourths of our trainees have been placed in employment upon termination from this program. Data as to their job retention rate is not available. However, the impact of basic education, that is, the involvement with books and "academic" learning, can be measured. For certain, every single individual touched by basic education, and their families, cannot help but be the better as the result of this experience.

Inasmuch as the inclusion of Basic Education in MDTA programs is now one year old, and considerable information has been accumulated from the original 1100 adults who received this fundamental training, as well as the thousands throughout the country, all subsequent programs must reflect the deficiencies found in that year's training.

For example, originally (in September, 1964), the adult basic education phase of the Skills Center was envisioned as a uniform portion of the trainee's day. Consequently, the 1100 adults spent, on the average, six months in a study situation consisting of four hours occupational training and four hours basic education. It is now more fully recognized that not everyone requires the same number of hours each day in basic education, and, for some, there should be a delay in occupational training so that certain minimum abilities may be strengthened. Also, adults who entered the full-time (eight hour) occupational classes were so involved with this training that there existed a de facto denial of additional academic aid.

Therefore, as a means of strengthening future proposals, the following recommendations are made:

1. Adults for whom an educational competency seems unlikely, in the given maximum of twenty-six weeks of basic education, should be screened as to past records of employment in the hopes of upgrading them to meet the current market. In addition, a concentrated program of physical rehabilitation should be pursued so as to offer the prospective employer a sound health risk. It is very likely that the 45-year-old-and-up adult will be a major portion of this group.

2. Wherever possible, the trainee population should be partitioned so as to allow closer scrutiny of those sub-sets not amenable to training in on-going programs. This would allow the opportunity of examining, for example, the female population, and in particular, the older female, for whom little has been found in the occupational world.

3. Experiments should be designed to determine the optimal time required to train an adult to job-entry level.

4. More on-the-job training opportunities should be available for adults.

5. Inasmuch as many adults are unable to work a full week, and many jobs are half or part-time, some attempt should be made to utilize this "work force." For example, perhaps training can be followed by placement into a labor pool, operated by the local Department of Labor office, from which adults may operate "full-time" on a contingency basis, not unlike those who work full-time through casual labor office placement.

6. Some arrangement should be made to allow for maintaining skills and learning new ones as needed, as in the case of Mr. W. E.

7. Industry should be sold on hiring full-time educators whose responsibility would be offering basic education to those interested employees. By opening up this new market to educators, colleges would be encouraged to involve students in the "new" field of Adult Education.

In Detroit, we have moved towards the majority of these recommendations, plus,

1. Establishing minimum criteria for entrance to the various occupational areas. These may be academic, physical or both. The hope is to be even more successful with the next 1000 trainees.

2. Those enrollees who are illiterate will receive up to 26 weeks of eight hour basic education (a maximum of 1000 hours) before entering an Occupational area.

3. For those trainees in an eight hour Occupational area, "remedial coaches" will be available to work closely with the Occupational instructor in providing aid on an "as needed" basis. For example, some trainees may require no academic aid while others may be asked to take off a few hours each day, or a few weeks, from Occupational training, so that they may be helped over a particularly difficult hurdle.

4. The concept of "Personal Adjustment" has been of importance in the past and the deletion of the term from any syllabus does not imply that it is no longer of any concern. Rather, it is the one thread that runs through all subject matter. However, instead of creating a course entitled "Personal Adjustment," personal adjustment is to be, covertly, a part of each hour's instruction. For example, in the teaching of Reading, material can continue to be oriented towards a better understanding of the role to be played in accepting future employment. Also, it has been observed that adults tend to learn "better" habits from each other, implying that the constant work/study interplay can be best utilized by not delimiting it to a particular class.

And subsequent proposals will reflect newer thoughts in determining the design for future curricula, both basic education and occupational training. This somehow sets the tone for all education: the invariant property of education is its variance--a statement as paradoxical as adults returning to school.

Thank you.

(Applause.)

DR. TAPP: I think you all have a variety of subjects to think about despite the fact that there seems to be a continuity running through, in terms of the kinds of problems and programs, specific recommendations or consensus on suggestions that we would want to make.

We will reconvene at 2:15. That gives you all a leisurely lunch, and provides you with time to think about what you would like to discuss and present to ourselves again for further discussion.

Thank you very much.

(Whereupon, at 12:15 p.m. the meeting was recessed to reconvene at 2:20 p.m. the same day.)

AFTERNOON SESSION

DR. TAPP: I think we are ready to begin. Let me just review with you what the intent of this next period of time is. This really is the time for you to think through with us some of the recommendations or suggestions that you have as a result of hearing this morning's panel and reactions, also.

I am going to begin by letting each one of the panelists either comment or react as a way of beginning.

DR. RASOF: At the conclusion of my paper this morning, I listed some specific recommendations, and I would like, if I may, elaborate a bit.

My recommendation no. 7 was that industry should be sold on hiring educators to offer Basic Education to employees.

Recently, a man from a firm came to see me. He has 200 employees and he would like to upgrade these people. He believes they operate at roughly the fourth-grade level, but he wants to start a program to help his employees somehow to upgrade themselves. He asked, "What can I do that would not be too expensive -- that would do some good?" My recommendation was that he hire an educator. Perhaps he can afford a retired or part-time educator and get a curriculum library in his plant, some nice room set aside where a trainee could come either before or after work, where he could find newspapers, programmed instruction, with the educator somehow consulting and helping the employee along the way.

DR. W. DEANE MASON (Administrator, Kennedy Memorial Christian Home, Martinsville, Indiana): Can we interrupt? This is being done in several large industries across the country where they are hiring educators. But I wonder, you would not limit this to basic adult education?

DR. RASOF: No.

DR. MASON: Thank you.

DR. RASOF: A large plant would have everything. Such a development in industry would create a demand for educators and I would like to involve the colleges in producing people with adult-education orientation. I think this is a new field but we throw it to the extension services.

I would like some discussion on some of these recommendations, such as involving the colleges with industry and opening up a whole new vista.

DR. TAPP: If you were to choose just one out of your various recommendations, would this be the one that you would want to put the most emphasis on?

DR. RASOF: I am sorry, I can't limit myself to one thing. That is why they are listed: 1, 2, 3, 4, 5, 6, 7.

DR. TAPP: I think the last one, No. 7, is a kind of viable thing, the involvement of college personnel or educators in industry. In fact is is occurring. I think it is Xerox that has a basic educational research unit now and is trying to work out systems of better classroom environment. Perhaps we can think of the kinds that we would like to put forth concretely.

DR. MASON: I think, Dr. Tapp, the thing he has in mind is not just top level, but something that actually happens where the people are working, so it becomes not just dissemination of information to the lesser branches from a headquarter office, but becomes the function of a professional staff.

DR. RASOF: This is part of it. I am even thinking of student-teaching out in industry. There would be nothing wrong with that. Get the student to work with the older worker.

MISS ANITA VOGEL (Director of Adult Education, Mobilization for Youth, New York City): As you discuss this kind of individual and curriculum-consultant relationship, it would seem to me some provision would need to be made for some kind of small seminar approach, because I have a hunch adults will react better if they can have a little bit of interchange.

DR. RASOF: In fact, built into the recommendation I made to this man in Detroit was the idea that he try to involve some of his own staff, some of the key people at the echelon, to work with some of the less well-educated people -- build up a "buddy" system.

MISS VOGEL: This seems to be an important ingredient, because the workers need the reinforcement of knowing that it is the thing to do; that they are not going to be looked upon as squares, or whatever the term would be.

DR. RASOF: True, but it has to be under the aegis of somebody with background, who not only knows what is involved in the teaching-learning process, but knows something about the material that is available. So much material is available. Every region should have a library we could go to without having to write for it.

DR. TAPP: Would you include a regional library for curriculum material?

DR. RASOF: In Detroit, we are talking about a manpower utilization center involving Wayne State University, extending down to Fisk, involving some fairly high-level people, and a very extensive curriculum library would be part of this center.

DR. MASON: Dr. Tapp, I would suggest that we don't try to develop another agency but make use of established agencies, such as a State Office of Adult Education.

DR. BRAZZIEL: We talked once about using the regional offices of the U.S. Office of Education.

DR. TAPP: I wonder if we could turn to the resource person.

DR. MINNIS: I would like to react to your statement about making the connection between educators or educator-types and industry and put it in a larger context. I think we need continuing discourse, between not only educators in industry but all kinds of professional and non-professional groups that must learn to communicate and work together to get the adult basic education job done.

I would also suggest, in relation to the Detroit situation, that there have been a number of programs there. A program was conducted at the University of Detroit. If Detroit is to have a regional materials research center, at least two institutions might sponsor the center, maybe three. The three-university cooperative program of continuing education might be the sponsor. The University of Detroit might be added.

There are so many varied Acts, funds under which adult basic education can be funded. The people administering the different programs seldom communicate with each other. In many areas, they are trying to reach the same target population. But each law has different provisions and different ways of accomplishing the objectives. There must be some coordination, some understanding and relationships developed at each level, Federal, State, and local. And I would include as target population not only the younger groups now being served, but those in the middle years and those others who have been eliminated from our discussions here -- those over 65. They have tremendous talents there which can be used.

DR. TAPP: We are not eliminating them. We are simply centering, but I think the point is well taken. Literacy, basic education, these really can't be age-defined. If the commitment is to educating the target population, it really doesn't matter if they are 18 or 45 or 65.

DR. BRAZZIEL: I wanted to reiterate what Roy Minnis said about getting these various programs together. I have had the opportunity -- I guess you would call it an opportunity - to work and consult under Title V of the Economic Opportunity Act, the Welfare Basic Education Program, and work and consult in MDTA, both on the national, state and local levels. Also, under Title II of EOA on state, local, and national levels.

I have found many, many times that everybody is trying to get to the same point but using different systems of getting there and that they could use a lot of cross-fertilization.

I would recommend that we urge very strongly that workshops on the state and local level be set up for communication among people administering programs under these three pieces of legislation: Titles II and V of EOA, and the Manpower Development Training Act. This is especially needed where basic education is concerned.

Another thing I was concerned about, I brought out this morning. I think we are going to have to give encouragement to publishers to go forward in the area of tests. As we use and as we develop more of these working-class and technically-based materials to teach basic education, I would like to see us be able to get away very quickly from using the children-based tests to measure achievement. I think the achievement scores perhaps will go up much higher if we can have more tests that are adult-oriented. We have a few.

Now, we are trying to raise achievement levels by using one form of material, and to test achievement levels by using another form of material. The person might know how to do whatever it is he has to do to get along on his job and in his community very well, as a result of what we have taught, but, if we test with a children-based test, a middle-income test, perhaps we won't come out with the right impression. So maybe we have to urge publishers to go forward on that.

DR. TAPP: Yes.

MR. WALTER W. HUDSON (Assistant Director, Division of Research and Statistics, Cook County Department of Public Aid, Chicago, Illinois): I would like to go a little bit beyond the recommendation that you suggested, Dr. Tapp. I think we need a regional office that would handle curriculum library materials and initiate a coordinating effort. But I am sure many of you have had the same experience we have had in Cook County, when talking to groups about the need for adult education. When we get through we have the impression everybody says, "Sure," and then they go about their business. I think the objective of a central authority at a national level to coordinate services might be a good spur in bringing about a much clearer public awareness of the need for adult literacy education.

Particularly, I was interested in Dr. Neff's remarks this morning concerning his teacher-training institute. Perhaps this, too, could take place at a national level, or at least a regional level. We need to look not only at curriculum, but at all phases of the problems we encounter in adult education; we need not only to try to do original research in the area, but to coordinate what other people have found.

I was particularly interested in some of the controversies that developed when Dr. McCalley and I met last in Chicago. With regard to your experience in using "Dick and Jane," Dr. Rasof, I think there is a great deal of conflict and discord over what curriculum materials are appropriate.

May I remark on something else that you mentioned this morning, Dr. McCalley? That was the need for allowances for child care for people who are enrolled in adult programs. What you say is true. When your team came in and studied our plan in Chicago, no funds were available throughout the State of Illinois for child care. At the end of your study, when our first Day-Center opened, we were able to provide child care funds for people going to school full time only, because existing legislation permitted the expenditure of public funds to people who were involved in training and education on a full-time basis. I think you will be glad to hear that the Illinois Legislature in the 74th General Assembly has passed, and I believe Governor Turner has now signed into law, House Bill 1161, which authorizes the use of state funds to pay for child-care arrangements on an evening basis.

Another point, with respect to your report.

In voicing criticism in some of the efforts that have taken place -- and here I think Cook County has suffered the major problem of "firstitis" -- as early as 1962, you were looking around for an expert in the field. Well, there virtually was no field prior to March of 1962. At that time, Chicago launched a massive attack on illiteracy. Since then, advances have been rapid. Legislation has been passed at the Federal and local levels and a great deal of forward movement has been made. To date, incidentally, in Chicago, we have updated, or graduated, nearly 4,000 people.

One final point, and I will give up the floor. When we speak of the upgraded individual, sometimes it is done disparagingly, the idea being that the person needs take only a brief refresher course before he is able to enter into a secondary program. Not the fact. Thousands of people on our public assistance rolls have achieved eighth-grade certificates and high-school diplomas in the past, and yet have been unable to function at a literacy level of fifth grade. The fact that we can now upgrade them to a performing level of eighth grade and better for movement into a high-school program is a notable achievement.

DR. TAPP: Thank you very much.

DR. MC CALLEY: I would like to comment that there are a lot of positive things in the report. These remarks, however, have emphasized the negative. Cook County is to be congratulated; they were one of the first to provide basic education for this target group.

Now, going back to your point, Dr. Rasof, there are some things people can learn through "Dick and Jane." The fact that there were 2,000 people in classes does indicate that people had achieved. But the problem, as I see it, is that many of them will not learn with "Dick and Jane."

DR. MINNIS: Or that that may not be the most efficient and effective way to operate.

DR. MC CALLEY: That is true. What we need if we are going to get the most out of it is materials that will grab their imagination as quickly as possible.

DR. TAPP: I am going to step out of role for just a moment and go back to being a psychologist, instead of a moderator. Something to be said about "Dick and Jane" is that children have difficulty learning from "Dick and Jane" -- not only adults. What we are talking about is entry, regardless of how old the target population is. Some children learn, some adults will learn. The question that has to be evaluated is, which technique or how many of several techniques provide the best kind of payoff, product, in very pragmatic terms, and at the same time serve as models that are identifiable in supportive terms for the learner.

I don't think any of us would toss out "Dick and Jane;" we would just say, "Hey, wait. Let's not make that the only thing."

DR. MASON: Maybe I misunderstood. The thing that was being suggested about "Dick and Jane" was that you had a double-barreled attack with the adult by using another type of material.

DR. RASOF: We had as much difference as we could steal.

DR. MASON: You teach something that is important then, besides just the reading.

DR. RASOF: We had material that others discarded, donated by the Jewish War Veterans, etc. This was all available. We would tell people to take things home. In fact, we would give away donated books. This was one of the finest things, the take-home things. And when it came to taking home books, then the people took home "Dick and Jane" to show what they were learning.

DR. MINNIS: Just to carry them, and that is a legitimate social process.

DR. RASOF: Let me say that "Dick and Jane" no longer threatens the Detroit person. It might threaten people outside of Detroit, but "Dick and Jane" is not a threatening book.

DR. MC CALLEY: I don't think it has ever been threatening.

DR. RASOF: I think it has been said that it threatens certain socio-economic levels of people. Someone wrote in the Detroit newspaper, that "you see the woman with the thirty-dollar dress." But I say, no, I don't think "Dick and Jane" is threatening.

But what I was trying to say is that adults will read -- our people, I don't know about other people -- they are anxious to read and get involved and anxious to take thier experience home. Our adults would grab the teacher's arm and say, "Thank you," as they walked out the door. Some people would work eight hours at night learning "shoe repair" and come in overtime at 1:00 or 2:00 o'clock to learn how to read. "Dick and Jane" is not what I want to build my curriculum around, but it hurts me when people will say, "No," this, and "No," that.

What has been done in cognitive styles of learning? With this adult, you have a butterfly, something very rare that you capture only for a short time. Here in Detroit, Merrill Palmer has quite a bit going with cognitive styles. This research could be done.

DR. TAPP: Mostly with the children now, but I think, as I listen to what I am hearing, we are all moving not only toward the interdisciplinary approach suggested this morning but toward a multi-level approach, whether it is coordination of facilities, research, or literature, or teacher-training. We are dealing, as we used to with the child, with the whole adult. In dealing with the whole adult, we not only have to look at various entry points but at various types of materials.

DR. MINNIS: Not just the adult, but the whole of society.

DR. RASOF: This brings in another point. We are talking about being creative and experimental. (Today, anything you do under the guise of experimentation is legitimate. All you need is a stamp that says, "experiment.") But we are moving toward a regular-school approach with the adult. This is nothing to be ashamed of, especially when you phrase it in this word, "interdisciplinary."

MRS. OLIVE WALKER SWINNEY (Housing Specialist, Department of Health, Education and Welfare, Washington, D. C.): My background is primarily community organization and community planning. This is the second workshop I have sat in where it seems to me we are backing things that lack focus and lack coordinative mechanism within any of the structures that we all represent, as far as I have been able to hear.

Is there a Presidential or Federal-level task force operating at the present time on the subject of manpower development?

DR. MINNIS: I can react. There is not a Presidential-level task force, but there is an interdepartmental committee which is serving in such a capacity. Part of the committee, that is a subcommittee, is dealing directly with problems of adult basic education.

DR. MC CALLEY: But still it is hard work.

DR. MINNIS: Darned hard work.

MRS. SWINNEY: Who is represented?

DR. MINNIS: In your agency, Mr. Lavin is on the committee.

MRS. SWINNEY: What other agencies?

DR. MINNIS: Labor, OEO (Office of Economic Opportunity), three or four from HEW (Department of Health, Education and Welfare), and HUD (Housing and Urban Development), are members. There is also a person from AID (Agency for International Development). There are about twelve or thirteen members in total.

MRS. SWINNEY: Now this is -- is this translated into the regional and state and local level in any way?

DR. MINNIS: Such a procedure has been started. This is the discourse between governmental officials, and I am not sure that it is meaningful to the rest of you, but, there is an interdepartmental coordinative effort, in one sense, that has already started. The first meeting was in Atlanta. Mr. Page, the Regional Director of HEW, sponsored the meeting. The Federal Executive Board in the region stimulated the inquiry and action planning.

The same processes are beginning in other regions of the United States.

There is another thing I will mention, which is much more important to the people here. The Office of Education has funded a contract with the Adult Education Association, U. S. A., the national association which represents all community agencies concerned with the field of education for adults. They are sponsoring five regional meetings in the United States to stimulate people with all these kinds of orientation, as well as professionals, to discuss together the needed functions, who best can do the job, where they are located, and how they can work together to do it.

The reginnal meetings are strategy developing sessions, and results from the conferences are yet to be determined.

DR. MC CALLEY: But a lot of good recommendations.

DR. MINNIS: I hope it is more than that.

MRS. SWINNEY: Well, my question then is: How can a locality take the concept now beginning to emerge of manpower development across the board and center and coordinate and focus it in a local community, bringing together the Federal interests, the state interests, the industry interests, the human-resources aspects of this thing at the local level? Is this being done? If not, how can we recommend that this kind of structure be brought into existence?

MR. WILLIAM A. MERCER (Coordinator, Business and Industrial Coordinating Council, Newark, New Jersey): I would like to respond. We have had this problem in Newark. I said something like this yesterday. We were waiting for some kind of coordinating group to give us this information -- "we," meaning our organization which is primarily business-oriented -- it has 150 businesses involved, as well as Civil Rights groups, the range of faiths, et cetera -- plus social agencies.

They set up what was called a "combined coordinated council." This came out of the Mayor's Office. The first thing they said was, "We won't involve the County OEO agency, because that gets into jurisdictional lines." That was left out. There were so many pieces left out that we almost lost our CAP (Community Action Program) agency. The city is just proposing this kind of animal, an umbrella coordinating organization that will have all of these components.

This is a question that I want to ask. I think there is a missing component in most of the things that have been said so far, that is, there seems to be a relative non-involvement of business and industry -- the one area in the community that provides the permanent kind of jobs.

DR. MINNIS: Second only to the Government.

MR. MERCER: What we have been trying to do is get industry and education together. Some of our businesses are going to start this summer to take teachers. This is where we have the problem. We don't know which ones to take. Initially, it will be the guidance and curriculum people, but it has to be across the board.

Have these people work in the plants for the summer at prevailing rates, no more than two weeks in any particular section of the plant, so they can get a broader perspective of the world of work. They get some orientation now at the governmental level -- because, our Board of Education has fifteen programs, OEO, MDTA, Voc.-Education, you name it -- and some of them get involved in all of these things. But we are trying to extend this into industry too. This is the question I would like to ask. We are having a tie-in with the university this summer. The plan is to have a week-end session with the top-level personnel people and, hopefully, the chief executive officers and with members of our organization, to thrash out this problem of equal opportunity employment, upgrading, -- all of the problems along that line, and also the older worker. We were wondering, if we open this up more broadly, whom else should we invite in terms of the educational spectrum? Vocational educational people in New Jersey? Right across the line? We are trying to develop rapport with them. How do you do this?

DR. RASOF: How do you develop rapport? "Candy is dandy, but liquor is quicker." On the back of this little pass-out is our Manpower Advisory Committee. We have industry, labor, militant groups. We get almost anything we want from anyone we want it from.

MRS. SWINNEY: How is that financed and who staffs it?

DR. RASOF: I believe no fee is paid. It is a Manpower Advisory Committee. The people on it represent the Detroit Public Schools, the union, Community Services, Urban League, Chrysler, Citizens for Equal Opportunity, Board of Commerce, Bureau of Apprenticeship, Welfare, Wayne County Nationals, NAACP, OEO, Michigan Department of Education, Building Council.

MRS. SWINNEY: My point is that it is too diffused to be left to a voluntary committee. There should be a funded structure.

DR. TAPP: It sounds like we need not only a depository or repository for ideas, and teachers, and training, but also ways to use community resources; and that, if we are moving toward anything, would it be toward recommendation for a multi-level kind of coordinating agency which is in fact a kind of resource pot. The resource pot talks about research, community strategy, materials, teacher-training, in-service and pre-service training -- just a whole host of things.

Is this where you feel you are all moving, because that is what I hear.

DR. MINNIS: I think there is a problem involved here. I think we ought to face up to and put it out on the table. I like your formulation, but I think we have to make certain that we, as individuals -- if we are leaders or followers, or whatever -- are willing to accept what comes out of it, regardless of whether it happens to be our way of doing things or not --

DR. MC CALLEY: I think, added to that, Roy, is the fact that the kind of development in any given community is so different you can't say that it is "A," "B," "C," and "D," that ought to be involved, because --

DR. MINNIS: The forces and factors are different.

DR. MC CALLEY: They are so different.

MRS. SWINNEY: Is there conceivably any community that has no manpower problem?

DR. MC CALLEY: No.

MRS. SWINNEY: Isn't that your common denominator? Isn't that the purpose of this conference? We need to find machinery that will coordinate all the knowledge, all the skills, and all the technical expertise that I find so impressive. But must we not also coordinate efforts that will prevent wasted manpower as well as advance the field of manpower development?

DR. MC CALLEY: There are communities where there is no CAP that aren't well coordinated.

DR. MINNIS: And the same on the other side.

DR. MASON: Of course, one problem we have is that we are reaping the end-result of our highly specialized training and the fact that we have segmented ourselves. It is just like the State Welfare Office. You have a hard time convincing them that they need to get concerned about adult education. That really isn't their portfolio; they don't know too much about it.

We try, on the state-level, to have an interagency gathering or meeting, but the lines of communication are separated; it is hard to do.

DR. MC CALLEY: In the State of Washington, they have been doing it for years.

DR. TAPP: About a year-and-a-half ago, Bob Hessan submitted a project to OEO on this kind of approach, getting together business, industry, college-education people, publishing and Federal, and we didn't get to first base. I am sure if we submitted something like this now, it would be different. But, we really haven't been ready perhaps to think about it, partly because we didn't have the kind of resources or facilities or definition of the problem.

I think we are now at the point of readiness. Your kind of question, as you can see, has titillated. I think this is an example of the readiness of the professionals now to think about, where do we go from here?

MR. HUDSON: I would like to go back to the point Dr. Mc Calley made. There is very much indication that the current problem of the unemployed has to be met. That is the pressing crying need right now. But in talking about orienting our adult basic literacy programs, specifically and for everyone toward a job training program, I think it is a mistake.

There was an old German philosopher whose name I don't know who made the quip once that if you educate a man you educate a bread winner, but if you educate a mother you educate an entire family.

There are thousands of our ADC (Aid to Dependent Children) mothers for whom it is virtually impossible to become employed, and should not.

DR. MINNIS: You are using the term "employed" as a wage-earning situation.

MR. HUDSON: Exactly. And for these mothers to have an adequate reading and arithmetic skill to assist their children in homework and keeping these kids interested in school is going to save a lot of headaches in the long run.

DR. MC CALLEY: In fact, one thing that came out of our study is that the parents in adult education classes learned for the first time that their children needed a place to study. They never really understood that if you are going to study you have got to have a place for it.

MR. SAMPLE N. PITMAN (United Presbyterian Church, New York City): I am posing a question for the panel which I have not heard today, but perhaps it has been answered. What is the role of the community college in the manpower training of older workers?

I happen to have been associated with a community college group that is just crying for a place in the sun to develop programs that will meet the needs of its local community. I would put to the panel this question: What should the role of the community college be and what type of curriculum could be suggested for such a local community college if it would assume some responsibility in the area we have been discussing -- to accommodate the selected population?

DR. MC CALLEY: May I give an illustration of this. In one county in Washington they had a class for homemakers on the junior college campus. They had not been successful in getting it started before, but when they put it on the college campus it raised the status of that class so much that they had to fight off people who wanted to come. Because a child could say, "My mother is going to college."

DR. BRAZZIEL: Modesto Junior College is doing a fine job in California, a fine job for migrants. You might write to Dr. Patricia Herter.

DR. MINNIS: Maybe it wasn't clear that the adult basic education program in North Carolina is being manned, organized, and carried out through the community college system. This is true of a lot of community colleges in California. It is true somewhat in Colorado and in some areas of the State of Washington. In some places it isn't true at all, and it depends somewhat on the type of institution. If you have a community college that basically is a transfer institution and has this kind of philosophy, they certainly shouldn't be in the adult basic education business, unless they are training non-professional teaching aides or technicians or recruiters or something of that nature. The functions served vary with the kind of an institution.

The American Association of Junior Colleges has this problem under discussion right now, and they are appointing a major committee to determine what their role is in working with adult education and specifically with education of the under-educated.

MR. PITMAN: I need not tell you, sir, that the conflicts involved are almost insurmountable, but where you have a strong dean who is willing to pursue this problem, the thing which has to be grappled with, the problem is half-solved.

The question I was mainly interested in is one of curriculum. You say you have two different types of college population coming in, and you have to either lower the standards to develop an adequate program -- not lower --

DR. TAPP: That is what you are doing, so we might as well say it.

MR. PITMAN: There are some city fathers and college administrators and staff who would not like to see this done. It is really a knotty problem, as you can well imagine.

DR. TAPP: It is rather interesting as I listen again. We have talked about teachers, ranging all the way from non-teachers, dropouts, to community colleges, to university personnel or professors, to in some areas sub-professionals. What really comes through -- it is just like Dick and Jane -- is that it doesn't matter what you use or who does it; it depends on how well they are trained to understand the population they are dealing with and use the materials that are available in terms of combining what could be called technical and traditional education or reading and social skills. That really makes the burden almost larger because it is as if someone were to say, "Look, kids, it is yours. Anywhere you want to hop in you can hop in."

I think one of the reasons we may be staggering around is that the openness of it is kind of overwhelming.

DR. MINNIS: A lot of people want a very fixed narrow channel to work in. It is much more comfortable. May I react to the teacher training? This has been one of the key problems. You have heard Dr. Neff refer to what he did in North Carolina, and you heard him stress the fact that this was basically orientation and that in-service and continuing education for the teachers, teacher's aides, volunteers, was an essential part.

One of the problems that we face nationally is: whom do you get to train teachers? Any time money becomes available there are lots of self-proclaimed experts. Last summer, we helped stimulate the training of teacher trainers. The Ford Foundation funded three trainers-of-teacher-trainer institutes. To secure "the most mileage" it was essential that we have people who had some common understanding of how to train teachers and teacher aides. There were approximately 150 trained.

DR. RASOF: You mean the colleges in this country are not qualified?

DR. MINNIS: That is right.

DR. RASOF: I will fight you outside. Get your coat.

DR. MINNIS: Good. As a former professor in colleges of education and having two degrees in adult education, I am willing to stand here and say that most of our colleges and university cannot do this job at this particular time.

Now let me mention the other situation. The law, as amended, now makes available up to five per cent of the total appropriation for teacher training this fiscal year. This has been defined as key teacher training or lead teacher training. Out of the trained group will come some persons who will develop a degree of expertise which colleges of education, and our departments of sociology, and psychology and so forth go together, even the extension division will be able to employ.

DR. TAPP: It really amazes me and I think Dr. Mc Calley alluded to it this morning, how we have lost perspective. We have faced this problem before. It happened with immigrants. It happened in World War II. If you look in labor education, many of the same problems that we are facing now, labor education was facing ten years ago and --

DR. MINNIS: And still is.

DR. TAPP: And still is.

Since we carry the idea of specialization also to the area of expertise, I would caution us all to go back into our own past, and draw from wartime and immigrant and labor experiences before we start madly looking for new things which may in fact be simply revised versions of something we forgot to check out.

MR. LAWRENCE ZANE (Teacher Training Staff Specialist, MDTA, Department of Education, State of Hawaii): We have talked about what I feel are recommendations, but I am concerned that we haven't pinpointed specific recommendations. We have moved from one subject to another, without any consensus. What are the unique needs of the adult worker--particularly his need for basic education--and how are we to help him meet this need? I am a little worried when I go away with recommendations that I could easily read elsewhere. What I am suggesting is let us agree on what this group can recommend. There have been several excellent points of view that we need to act upon.

For example, we have talked about industry, Dr. Rasof's point of view, and the need for industry to do something. I think this is all very pertinent, particularly for the small business. In my own experience, I have seen big businesses that have all this, teacher training, consultants, etc. But I am concerned with the small business. Furthermore, I would like to emphasize a need for psychologically pertinent material for adult basic education and more emphasis on teacher training by institutions of higher learning.

MR. HUDSON: If I may, I would like to reply with a specific recommendation and to cite an example which supports it. In Chicago we have had industries moving out of the area, leaving behind large numbers of people who have highly specialized skills and no market for them. Some months ago a group of men -- and I cannot identify the industry as yet -- a group of men came to Chicago and said what can we do about providing basic education skills for people who are on our staff now? Because we know in five years we are going to move out plant. We are going to take along as many people as we can, but a lot are going to be left by the wayside.

We have tried desperately in Chicago to get industry interested in training the people who are working for them right now. We run into problems with the union. They tell us that in hiring low-skilled individuals the problem they face is that they have to look for people who are promotable.

Now, in light of this backdrop, I would like to make the specific recommendation. I am not too sure of the structural heirarchy, but off the top of my head I would see a special department or office in the U. S. Department of Labor which would be devoted entirely to negotiation with industry to augment on-the-job basic adult education for their low-skilled employees right now, even though that industry might not be contemplating such a move that we are discussing.

DR. TAPP: Lest you all feel the frustrations of our representative from Hawaii, let me tell you that in a few moments, I am going to break you into small discussion groups or business groups, to bring back one or two specific recommendations. But let me say, I have been taking notes and you have in fact moved in a direction.

MR. JAMES NORWOOD (Assistant Supervisor, Recipient Training, Illinois Department of Public Aid, Springfield, Illinois): I have been listening. I have a comrade here from Illinois who is really holding his own very well, so I found it very comfortable to just sit and take some credit. However, I do want to make this statement, which I think is worthwhile as a contribution, because it may help others.

I represent the downstate area of Illinois which is much less urban, in general, than Cook County. In our adult education, and particularly in the more rural areas, we have found -- as a development since the Greenleigh Survey -- that it has been convenient and worthwhile to develop adult education centers at a hub and to funnel or feed trainees from neighboring or borderline counties. We now have six centers and a couple more may be developed very shortly. We have provided transportation and child care, and, where necessary, we have made arrangements for meals, so the mother and her pre-school children who must be with her can come to the center.

In this way, we are able to meet the need of mothers who may not be oriented toward employment, but who profit from having adult education in family living courses or homemaker-type courses. As was said awhile ago, give a woman an education and you have done something for the whole family. We found early that the truancy of children and absenteeism among school children cleared up immensely when we involved the mothers and the fathers in schools.

DR. RASOF: What is the chance of involving the children with Headstart?

MR. NORWOOD: This has been done as well, but in some communities Headstart has been slow in getting off the ground.

DR. MASON: Dr. Tapp, I wonder if you found peace with either of the men on the end of the table about teachers.

DR. MINNIS: We were being facetious. We planned this in advance.

DR. RASOF: I heard the man from Xerox, and I wish I had bought stock. I wonder what have we done that industry now is selling toothpaste on one hand and basic education on the other. What have we done to ourselves? What have we developed for ourselves? We are cutting our own throats, teachers, fellow members --

DR. MINNIS: Aging people.

DR. RASOF: And when a man of your caliber, sir -- makes statements like this, (that teacher training institutes don't know how to train teachers) perhaps we should stop this aging problem and go out and clean up our own homes immediately. It bothers me to see Litton Industries and Xerox move out of the profit-making field they belong in and go into profit-making through working with our people (i.e., Education) because we just evidently can't do the job.

DR. TAPP: Let me just comment on that, having recently had lunch with the man who was responsible in part for this, the Vice President of Corporate Planning for Xerox. I asked him, "How come you have got that little thing in Rochester and Basic Systems too?" And his comment was -- and it is an extension of yours -- "What are the people in education doing? We have been waiting a long, long time. We can do it quicker, faster, and better." They have taken the on-the-job suggestion that was made this morning.

DR. BRAZZIEL: This was a vacuum.

DR. TAPP: Really, I think we have been walking around this.

DR. MINNIS: Let's put it another way. If we can't compete as educators we had better get out of the business.

I mentioned one project. This wasn't the full story. The second thing is that we also funded another contract to get all of the professors of adult education that represent the colleges of education in this field together. This was one approach, to plan cooperatively as to what they were going to do to staff adult basic education programs for the future.

And the third thing is that we are working right now to have teams of people come from the universities that do not have adult basic education training in their curriculum, sprinkled with others, to see if we can start some new professional training programs.

DR. TAPP: Could we throw one other group in, and that is the publishers who are writing or contracting for the writing and working of these materials and frequently do not involve either the target population --

DR. MINNIS: This is what we started on three years ago.

DR. MASON: I don't know how far you have gone with that, but when you talk about adult educators I hope you do not limit it to the university campus, because professional adult educators are working in a number of fields.

DR. MINNIS: This is the reason for the regional meetings around the United States. But you can't do everything with every contract.

MR. EARL KAUFMAN (Director, Council on Aging, Lexington, Kentucky): As I have been listening to the many suggestions about getting the job done, I wonder if we might think a little bit of how we can plug into the structure of universities. We have at our university a Council on Aging, which is an official agency of the university created by the Board of Trustees to express the interest of the institution in the problems of older people. Now, when we begin to talk about training older people it seems as if such a Council might be this "plug in" spot where we can make contacts with universities. If this should be true, then maybe similar Councils would be useful in other institutions of higher education. And by the way, these are coming into being. What I would like to point out is that thus far there has been very little recognition of these kinds of agencies and very little support of them. Dr. Minnis, you were talking about having the adult educators assume some responsibility in the field of aging. Have you ever thought about using people who represent agencies such as our Council?

DR. MINNIS: Yes, we have, and we have worked with them in past years very actively. Right now we do not have a person to manage that kind of thing on our staff, but it is a function of our particular staff for educational activities, in the Office of Education.

MR. MERCER: I still think that you haven't talked too much about how you can help business and industry join this whole fight, because I think they ought to be more involved. But in the involvement I would hope that some of the things that have happened in Newark are not repeated. I am going to give you shortly three quick examples of what has happened.

We had a seminar on this whole business of a commercial standardized test and how you recruit particularly minority people. We invited participation from all over. We got several industrial psychologists, primarily from business and industry, but we didn't get any panelists from the schools. So when we had this all-day seminar, we got attacked in the press for bypassing the schools.

DR. RASOF: You didn't invite the schools?

MR. MERCER: We invited the schools. We invited them to join the committee too, but they didn't join the committee. But this is problem number one: relative non-involvement of schools with business and industry. The good part about it is that now they are sitting down together cooperatively.

Another thing, we set up a clerical skills training school. We had difficulty setting it up under MDTA, so we had a good corporate citizen fund the course. Our organization handled recruitment and selection and the testing of the people going through the school. Out of the 35 who started in the first class, 30 were unemployed. This is all women. This is clerical skills training. We had as our trainer a person who had retired from an insurance company. He had taught in industry -- all the machine operations, et cetera -- but he didn't have any kind of academic credentials as such. He had been doing this for thirty years -- in insurance work, training as many as 300 girls to do office procedures. When he retired, we hired him to handle our class.

The Vocational-Education people said, "He can't teach this course because he is not certified. We can give him certification, but it will take a little time." Well, we chose not to take the little time, and we got all the women involved. We skirted the issue, but this left a little bad taste. All the women had their membership paid in the "Y" and we proceeded under the assumption that a membership organization can teach its membership most anything without certification.

DR. RASOF: Who is your public relations man -- Hitler?

MR. MERCER: No, it was a bad taste, but they could not understand the situation. It slowed down the process.

We tried to engage the schools so the course could have some key punch training and training for some of the other more critical skill shortages in the Newark area. We were talking about curriculum, and a local insurance company wanted to hire somebody who could fill in this gap by setting up an evening program similar to the daytime one at the "Y." They went to the schools, and they got an expert who wrote a curriculum, sort of without anybody being involved, and consequently his proposal was torn to pieces, because it didn't have some of the things you are talking about, the knowledge of the target population, and he didn't consider some of the things that had to be brought out, other than strictly the academic side. So here again some business people cautioned about involvement of the schools.

Just one other thing relative to this whole business, and also the community college situation. We don't have a community college setup in New Jersey and we thought a program should be undertaken to join a university with business.

DR. MINNIS: It is coming fast.

MR. MERCER: Thank God. But we tried to get a university involved to handle this weekend seminar, and because of educational pressures and debate over who was to have authority for conducting it, it became so cumbersome that business washed their hands of the whole thing.

DR. TAPP: I wonder if we can use this kind of experience and as some others we have heard about today, and work them into specific recommendations. Are there any other questions or comments or reactions before we break into smaller groups?

MRS. SWINNEY: I can't let this battery of educators get out of the room without asking this question: What has been your judgment about using the threat of withdrawal of public assistance as a stimulus to adult education?

DR. TAPP: As the moderating educator and psychologist, we don't use punitive measures with children as good practice.

DR. MC CALLEY: I am not an educator, but from our experience with the States if you have well setup classes, with good teachers, the people are so delighted to come that you don't have to do this. We know this from the experience in the field tests we are doing. The enthusiasm in those classes is almost breathtaking.

DR. RASOF: I will second that.

DR. TAPP: It goes back to the psychological atmosphere, I think. Some of the materials, especially in Cook County, are stamped "Division of Relief."

MR. HUDSON: That is no longer being done. This came to your attention and we felt that it was a terribly bad practice --

DR. MC CALLEY: But it had been going on since the 1930s.

MR. HUDSON: Since the 1930s.

DR. MINNIS: But you didn't use it, really.

DR. MC CALLEY: Oh, yes, they did use it. In 1962, 1963 --

DR. MINNIS: They were saying that, but I understood that they weren't doing it.

MR. HUDSON: Dr. Mc Calley's study related the problem of enrollment and attendance to this, and pointed out in one of the tables that 84 per cent of the people would continue going to school regardless, and half of that, 40 per cent, said they would go even if they had to pay their own tuition. So there was some stimulation there, and they were excited about it, and they felt that they were learning and that they could see some real hope for themselves in the future.

DR. MC CALLEY: In the State of Washington they asked the question of men, and they said that the threat of relief withdrawal helped them only in the sense that if their neighbor asked them why they were going to school, they could say, "We have to go."

MR. NORWOOD: I would say that we need to qualify this statement somewhat when we say that if they don't go to school the funds are withdrawn. This is not an absolute. But there some times appears to be no satisfactory or acceptable reason why the individual should not be going to school: If he refuses merely because he can't be motivated and can give no logical reason, then this is the point of application. Further than that there have been, I would say, not too many situations that have gone to this limit.

We find also, though, that once the hurdle of this point of compelling them to get into training is past, in almost every case, they are glad they have been herded into school. In instances when they no longer have eligibility status, if schooling and training can be continued they do this on their own. So this isn't as bad a feature as it may sound.

DR. MULVEY: Have any of your studies indicated increased use of the public library as a result of the adult basic education classes, and isn't this one criterion to measure success?

DR. RASOF: We had a very funny thing happen. On my card I went to the library and took out one hundred books. We opened up a little library and we lost thirty books. They were nice enough to get me off the hook. It was an experiment, but somewhere in Detroit thirty families each have a library book. Your public libraries can provide this service. I really would love to see the plants open up curriculum libraries and make use of the public libraries. This can be done.

DR. MULVEY: How much of an effort is being made to encourage the illiterates to take out library cards?

DR. RASOF: In Detroit, if they are in the MDTA program, even if they live out of the city, they get a library card.

DR. MINNIS: This is spotty. In Kalamazoo it is a very active part. Kay O'Brien up in New York is working very actively and there are a number of these developments. If you talk about universal application across the United States, it is just barely beginning.

DR. MULVEY: This is one very important aspect of educating mothers.

DR. MINNIS: Right.

MRS. ERSA POSTON (Director, New York State Office of Economic Opportunity, New York City): I just have two short points. Dr. Mulvey, on your last point, it might be well to say that on February 8th and 9th at West Point the New York State Education Department library extension service is holding a conference with community action anti-poverty program agencies and all related groups to look at the whole anti-poverty setup and the distribution of materials, development of new materials, and the general overall use of the library, the extension services, the mobile units and all. That might be one answer to one of the sensitive areas in which we find our library services becoming involved.

You have discussed it, but it still is one of the things that bothers me, Dr. Minnis, when we are looking at the full utilization of available funds under all titles -- This goes back to Dr. Brazziel -- Title V, MDTA, Basic Education titles and provisions and other Federal-funded programs for Adult Basic Education.

DR. MINNIS: Community work and training?

MRS. POSTON: Yes, sitting in my position trying to figure out how to coordinate all of these anti-poverty activities in a state. For example, we got cut back a million and a half for adult basic education under EOA, when we are over-enrolled. Yet, there are, as you know, several other Federal agencies administering adult basic education projects where funds are still unexpended. Is there any thinking at the Federal level of how do you put all these programs in one package and coordinate it from the source of funding?

DR. MINNIS: I think you are coming very close to a recommendation and you might want to make it that maybe all of these different components need to have the same conditions tied to them, and maybe eventually you will get to the second stage that they will all have the same leadership or combined leadership, but that doesn't happen very fast.

MRS. POSTON: There is one problem in our state now and you are going to get a group of protests by four o'clock today about the EOA cutback.

DR. MINNIS: It is already coming.

DR. TAPP: According to my notes this is the third time that this has come up -- a movement toward coordinating or funding or acting as a national agency.

MRS. POSTON: With some central authority.

DR. MINNIS: I know about five agencies that want to be that national authority.

DR. TAPP: We'll have one more comment here and then I am going to arbitrarily cut you off, only because I think it will be more economical to have small groups of you write down one or two or three specific recommendations.

MRS. THELMA M. CORNISH (Supervisor of Adult Basic Education, Maryland State Department of Education, Baltimore, Maryland): My comment is that we have had a communication from the Public Library Division of the American Library Association addressing a statement of policy to state library supervisors and asking them to relate to the role they can play in adult basic education. Just last week our state supervisor of libraries held a workshop in which librarians, both public and private all over the state, were called together to explore ways in which libraries could increase opportunities for people of limited reading abilities and could cooperate with the adult basic education programs in their communities to see that the functionally illiterate would use the library services. I am sure the same is being done in other areas as well as in Maryland.

MR. MERCER: One quick comment. Our Newark Public Library has asked all agencies involved in training and retraining to send the material to them and they will reprint it and collectively send it out to all the agencies.

Secondly, one of the things that we are giving the mothers in our clerical-type training course is a membership of the Newark Museum and the Public Library.

DR. TAPP: One last breather fromthe panel.

DR. RASOF: No comment. It has been wonderful.

DR. MULVEY: Maybe we should have a White House conference on adult basic education.

DR. TAPP: Let me now, with the help of our recorder, review very quickly what I think are some of the things you have talked about. We kept talking about the involvement of education, industry, and the federal government, in terms of job education, training, et cetera, and in terms of the basic literacy problem. This is again recognizing the multi-level problem.

I suppose if I were to summarize it, what I kept hearing is that we need an interdisciplinary approach to a multi-level problem.

DR. MINNIS: Beautiful.

DR. MC CALLEY: Define your terms.

DR. TAPP: I wouldn't dare. I think this is the direction in which you are moving. You are talking about a national agency. You are talking about the psychological climate. You are talking about a variety of materials. You are talking about what else?

I guess that is really about the way we have been moving. You are talking about strategy and how one goes about it. And what we really need to do is to move toward specifics.

There is just one other thing that did keep coming through. That is the concept of continuity of models, the fact that we really are as concerned with parent orientation as we are with job orientation, because of the future generation. I think that is important.

With that, let me do it this way.

(Whereupon, at 4:05 p.m., appointments were made to the separate discussion groups.)

(4:30 o'clock p.m.)

DR. TAPP: I should have three stimulating, productive, erudite, all-encompassing specific recommendations. So could I have from the three groups the recommendations and then when you have read them, will you hand them to us? We will then take them to Mr. Odell, after looking at them and adding perhaps one or two of our own that come out of the conversations that we had earlier this afternoon, and then Mr. Odell tomorrow morning will take all of our thinking and put it together with reports of the other groups and present it to the floor, and you will be able to hear where we fitted into the other patterns.

The first one here.

MRS. VOGEL: We came up with four. You can have your pick.

1. The need for a centralizing agency for adult basic education on the federal level.

2. We must attempt to involve the working population in education for self-upgrading from whatever level they currently find themselves at. The universities might be the logical instigators.

3. There is a need for a curriculum laboratory and resource center with federally-supported resource persons in all large cities and, in rural areas, in accessible regional centers. The resource material needs to have variety and appropriateness for different kinds of adults and different area needs, including the special needs of agriculture workers as well as urban adults.

4. There is a need to amend Title II (b) to include secondary education.

DR. TAPP: Thank you. If that doesn't shake them up, I am sure the next ones will.

Could we have the second grouping?

MRS. SWINNEY: In Dean Mason's group we said there must be an organized mechanism, established in each locality, to achieve focus and coordination of the many programs, approaches and disciplines involved in manpower development and the older worker.

The objectives of such a coordinating body would be fact-finding, identification of local manpower problems and needs, and bringing together groups, disciplines and resources into the centralized planning of program and the setting of priorities.

Another recommendation was a request that the Department of Labor set up a separate office for the purpose of educating and involving industry in educational programs of their own employees, working with other local groups and resources to accomplish this.

DR. TAPP: Thank you very much. *

That concludes Panel I. I have enjoyed it, and I thank you for your cooperation and for your discussion, and we will see you later.

(Whereupon, at 4:33 p.m., the meeting of Panel VI was adjourned.)

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* Because its recommendations duplicated those of the first two groups, the third group's report was dispensed with.

Panel and Workshop VII

VOCATIONAL TRAINING FOR ADULTS -- DOES IT PAY? ARE SPECIAL TECHNIQUES NEEDED?

The panel was convened at 10:55 a.m., Tuesday, January 18, 1966, Mr. Harold W. Williams, Director of Economic Development, W.B. Saunders and Company, Washington, D. C., presiding.

MR. WILLIAMS: When I saw the opening sentences of a few of the papers to be given today, I decided that the sub-title for the heading of this particular panel session, "Vocational Training for Adults -- Does it Pay?" should be "Can You Teach Old Dogs New Tricks?" And I suppose that the answer to this question is basically what we are after today.

We have a stenographer who is taking down every word and these will be preserved in the proceedings. We also have a recorder, Bill Jacoby, who is the director of the OMPER -- which is probably one of the organizations that the "Man from U.N.C.L.E." is against -- Project for 50's, sponsored by the Cleveland Welfare Federation and the National Council on the Aging. He is going to try to take down the significant bits of wisdom that come from the panel and the participants, and we will try to get them to Chuck Odell in time for his presentation tomorrow.

We also have two very distinguished resource people who will be speaking to you as the spirit moves them and as you ask them questions -- and I hope the spirit will move them.

On my far left is Dr. R. Meredith Belbin who is a consultant for the OECD for research into the problems of industrial training in London, England. He has done his Ph.D. thesis on the employment of older workers. He has been an independent management consultant and been responsible for older worker training demonstration programs in Austria, Sweden, France, Germany, the U.K., Canada, and the United States.

And on my far right is Mr. Dwight Crum. He is the Assistant Director of Manpower and Training in the Division of Vocational and Technical Education of the U.S. Office of Education, which is in the Department of Health, Education, and Welfare in the Federal Government of the United States of America.

I am Harold Williams, and some of you may also know me as a former Deputy Administrator of the Area Redevelopment Administration which did vocational training and, also, before that, as the Executive Director of the Advisory Board on Problems of Older Workers in Pennsylvania. So, although I may not have any competence to discuss any of these problems, I do have some experience in the field.

Now we are going to get to our first speaker and I know a little bit more about him than he thinks, by the process of deduction, because he is a new father. The reason I can tell you that is because I have two of his resumes here and one of them says "Married, no children," and the other one says, "Married, one child." So we all want to congratulate Mr. McKechnie, who is a project associate of Dr. Gerald G. Somers at the University of Wisconsin in the Industrial Relations Research Institute. He is a graduate of the University of Toronto and got his Master's Degree at Wisconsin and is now working on his Ph.D. and making very, very good progress in that because the original paper said he was going to complete it in the summer and then it was changed to June, and then it was changed to Spring. So we can see this is a man of action who does better than he expects to do.

Mr. McKechnie's subject is "The Older Worker and Retraining -- A Survey of MDTA Experience." Mr. McKechnie.

MR. McKECHNIE: Thank you, Mr. Williams.

The major development in the nation's manpower policy in the last few years has been the initiation of government-sponsored training and retraining programs to deal with the high levels of "prosperity unemployment." Even at present, as the unemployment rate falls below five per cent, the retraining programs remain at the forefront of our manpower policy. Federal legislation, such as the Area Redevelopment Act (ARA), the Trade Expansion Act, the Manpower Development and Training Act (MDTA), the anti-poverty program and amendments to the vocational education system, has supplemented programs initiated by State and local governments. Retraining is often regarded as the cure-all for our labor market problems. However, it must be realized that retraining alone will not create employment opportunities; rather, it can only aid unemployed workers to take advantage of such opportunities.

The emphasis of the retraining programs has not been directed primarily to the solution of the re-employment problems of older workers. There are specific programs which deal with the employment problems of the youth of the nation, such as the Job Corps and Neighborhood Youth Corps for example; however, the group of workers over 45 years of age has been treated rather lightly. It is this latter group which has been called "too old to work, too young to retire." The purpose of this paper is to survey the experiences of the older workers under the government-sponsored retraining programs and to explore the benefits of such retraining for these older workers.

Retraining is Necessary for Older Workers

There have been numerous studies which have explored the experiences of older workers as they search for re-employment after losing their jobs. The older worker, because of his seniority, is usually the last to be laid off, but once laid off because of plant shutdown, changes in technology or changes in the economic climate, he remains unemployed longer than younger workers. Francke, in a study of the experiences of unemployed older workers, found that 46 per cent of workers between the ages 45 and 54 remained unemployed for more than twelve months and 61 per cent of those between 55 and 64 were out of work this length of time.[1] Younger workers do not suffer this long period of unemployment after being laid off. The statistics on long-term unemployment verify this. At the end of the second quarter of 1965, for example, 40 per cent of all unemployed men 45 years of age and over were in the long-term unemployed category--out of work 15 weeks or longer. Only 18 per cent of the unemployed men in the 20-24 age category were out of work that long during this period however.[2] In studies conducted by the Department of Labor, it was found that, in cases where workers over forty were displaced because of plant shutdowns, their unemployement rate was between three and five per cent higher than the overall rate in their labor market area. In some cases, their unemployment rate was five times more than the area rate. Furthermore, many of the older workers left the labor force earlier than they had planned to because of their failure to obtain new employment.[3]

Older workers remain unemployed longer than young workers for a number of reasons. One is that the older person, if he has been employed steadily for any length of time, has been out of the job market and thus, when he becomes unemployed, he is unfamiliar with the techniques of searching for a new job. Francke found that a serious problem with older workers was that they were unaware of the available jobs in their own area.[4] Also, the older worker is less likely to conduct a search for jobs outside his home area since his propensity toward geographic mobility is low. This will decrease the number of opportunities for re-employment, especially if the worker lives in an area of depressed economic conditions. A second reason for the lengthy unemployment of older workers is the unwillingness of many employers to hire workers over 45 years of age. A third reason, and one which has assumed great importance in recent years, is the lack of education and skills of the older worker. Younger workers do have higher educational levels than workers over the age of 45. In March, 1965, the median years of school completed by workers in their twenties was 12.5. This level decreases to 8.9 years for workers over 64. Thus the older worker is at a distinct educational disadvantage when he must compete for jobs with younger, more educated workers. If employers have a choice, such as in times of high unemployment, then they do not have to choose the less educated workers. They will be unwilling to hire an older worker and spend money training him when the number of working years he has left is much less than in the case of younger persons. Thus, if the economy is to make use of the productive years of older workers, government-subsidized retraining will be necessary to equip these people for the available jobs and to remove some of the disadvantages of age and lack of formal education.

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[1] For footnotes, see Appendix I, Section III., pg. 671

The Older Worker Under Government-Sponsored Retraining

Although the training needs of the older workers will have to be met through government-sponsored programs, one finds that such programs have not succeeded in training a large proportion of these people. Older workers are brought under the training provisions of the Manpower Development and Training Act in three ways: (1) inclusion in the institutional programs held in vocational schools and other classroom facilities; (2) inclusion in the On-the-Job Training programs established with particular employers; and (3) inclusion in the Experimental and Demonstration projects which were established under the amendments to the MDTA in 1963 and 1964.

1. Institutional Instruction

This is the major method of retraining workers under federal legislation. In the years between the inception of the MDTA and ARA programs and the end of 1964, approximately 359,000 unemployed persons had been enrolled for training. In 1964, 110,000 persons were enrolled in MDTA courses--an increase of more than two-thirds over 1963. The prediction for 1965 is that 128,000 persons will enroll. A total of 58,000 completed such courses in 1964. The average cost per trainee in 1964 was $1516.[5] In 1964, the unemployed older worker was greatly under-represented in the number of MDTA enrollees. Workers age 45 and over represented approximately 27 per cent of the unemployed but only about 11 per cent of MDTA institutional enrollees. As can be seen from Table 1, the workers in the lower age groups are over-represented in the training programs with respect to their proportion of the total unemployed. The experience of the older workers under ARA programs is similarly disappointing. Under ARA, the workers over 45 years of age represented 14 per cent of the enrollees in 1964. The proportion of older workers enrolled in government-sponsored retraining has increased since the first courses were offered; however, the increase has been almost negligible.

Table 1

Per Cent Distribution of Enrollees and Unemployed, by Age, 1964

Age	Enrolles	All Unemployed
Under 19 years	14.2%	19.9%
19-21	23.4%	13.8%
22-44	51.5%	39.4%
45 and over	10.9%	26.9%

Source: Manpower Research and Training Under the Manpower Development and Training Act of 1962. A Report of the Secretary of Labor, March 1965, p. 14.

Older workers are not included in numbers proportionate to their rate of unemployment partially because of the screening and recruiting procedures used to select trainees. These procedures cause many of these workers to be rejected because the recruitment is biased against the hard-core, long-term unemployed, since this group's chances of finding employment even when retrained are not as high as the younger, short-term unemployed. The older workers are present in large numbers in the ranks of the long-term unemployed and thus, this selection procedure eliminates many of them. In 1964, the over-45, long-term unemployed represented only about 6 per cent of total MDTA enrollment.[6] However, the older workers represent about 35 per cent of the long term unemployed.

The older workers are also at an educational disadvantage, as previously mentioned. The less-educated workers are not well represented among the enrollees. In 1964, workers with eighth grade education or less represented about 15 per cent of the MDTA enrollees, but were 33 per cent of all unemployed. In contrast, those workers with high school diplomas represented 46 per cent of the enrollees but only 30 per cent of all unemployed.[7]

From the foregoing, one can see that the older workers have not been included in the institutional programs in the same proportion to their rate of unemployment. Unfortunately, it is the older, less-educated worker who needs retraining most, and although the experience in 1964 has improved over the first two years, the availability of retraining to unemployed older workers is still far from adequate for their needs.

2. On-the-Job Training Programs

The On-the-Job Training programs are increasing more rapidly than the institutional programs--in 1963, there were 2,198 OJT trainees enrolled while in 1964, there were 5,476--an increase of over 100 per cent. In 1964 the average cost per trainee completing training under the OJT programs was $590.[8] Unfortunately, as in the institutional programs, the older workers were not present in large numbers. In the OJT programs, the emphasis changed considerably between 1963 and 1964. In 1963 older workers represented approximately 11 per cent of the persons enrolled in OJT programs. In 1964 this proportion fell to 8 per cent. The heavy concentration of trainees in 1964 was in the age group 22-34. Persons with more than 12th grade education represented a higher percentage of trainees in 1964 than in 1963, whereas the percentage of those with eighth grade or less fell slightly. The proportion of long-term unemployed who enrolled in OJT programs remained almost unchanged between 1963 and 1964; however, the proportion of long-term unemployed remained well below that of the short-term unemployed.

The older workers have problems in addition to those they face in the institutional programs when they try to enter OJT courses. Employers have more voice in the selection of the trainees for OJT programs since it is the employer who must supervise the work of the trainee. Many employers distrust too much government intervention and dislike the amount of "red tape" necessary in the operation of the OJT programs. Thus some employers have a general bias against OJT.[9] The bias felt more strongly by older workers is employer discrimination on the basis of age. With such employer feelings, older workers may not be given the opportunity to join OJT programs. This is unfortunate since older workers might be better suited to training on the job rather than taking an institutional course. To be required to revisit the classroom after many years of absence would not be too attractive to the older worker.

3. Experimental and Demonstration Projects

The Experimental and Demonstration projects were designed to aid the disadvantaged groups and, to accomplish this, the "reasonable expectation of employment" provision of MDTA was relaxed. However, the older workers are not being included in these projects to any great extent. The emphasis appears to be on retraining of youth since approximately 84 per cent of those served by such projects were under age 21 while the older worker represented only 2.5 per cent of the enrollees.[10]

From the foregoing one can see that the unemployed older workers have to a large extent been by-passed by the retraining programs which have been designed to enable unemployed workers get jobs. Part of the problem has been in the screening out of older workers while another part of the problem lies with the older worker himself. After prolonged unemployment the worker may lose confidence that he will again be employed and thus not even apply for retraining. To encourage the older worker to apply, some notion of the benefits which he can expect must be provided.

Benefits and Costs of Retraining

There are two main tangible benefits aside from the psychological benefits which may accrue to a trainee. One is increased employment (or at least decreased unemployment) and the other is financial reward.

With respect to employment after training there are gross data on the employment experience of those who completed training under MDTA. Overall, approximately 72 per cent of those completing institutional training in 1964 became employed after their training. The rate of employment for OJT trainees was 94 per cent. The percentage employed after institutional training varies among different age groups, with 73.9 per cent of those 22-34 being employed after training, while 66.9 per cent of those 45 and over were able to obtain employment.[11] Education and length of unemployment before training are also important variables in determining post-training employment. Lower rates of employment were experienced by workers with low education and long-term unemployment before training.[12] Borus in a benefit-cost analysis of retraining, found that the older, less-educated and long-term unemployed workers have fewer opportunities to utilize their retraining and benefit from it than trainees

without these characteristics.[13] These data, however, report only the experiences of trainees. It is also important to consider the experiences of groups of workers who were not retrained and compare the two.

Solie found that, after controlling for differences in age, the workers who completed their retraining courses experienced less unemployment and more employment in the 24 month period following training than workers who were rejected for training, dropped out of training or did not apply for training. In fact, persons who completed training experienced a net advantage over persons who did not complete training which can be measured as 8.1 weeks less unemployment and 12.6 weeks more employment in the 24 month period after training. In this study "net" refers to the difference in labor market success after correction for differences in socio-demographic characteristics.[14] With respect to older workers, their labor market experience after training is not as good as that of younger workers; however, older trainees do gain some advantage over younger non-trainees.[15]

There are also financial benefits derived from retraining. David Page and others have indicated that retraining usually provides an excess of benefits over costs--Page calculated the net benefits to be over 3 million dollars.[16] Borus also concluded that retraining was of great benefit to the individual, government and the economy. Unfortunately, there has been little emphasis on the costs and benefits which training can be expected to yield for the older worker. This arises partially out of lack of data because of the small numbers of older workers in samples of trainees. In the West Virginia surveys conducted by Dr. G. G. Somers at the University of Wisconsin, for example, of the 325 persons in the sample who were over age 45, only 79 completed training. When a benefit-cost analysis was performed, the lack of necessary data for such analysis in some questionnaires and the small sample size in narrow age categories made it impossible to conduct a separate tabulation for older workers. However, comparisons were made between trainees and non-trainees and within the broad age groups of under 35 and 35-54 and within broad educational categories of under 12 years of education and 12 years and over.[17] The analysis shows that in the large majority of cases, the trainees had greater earnings after training than did a control group of non-trainees. However, the older workers did not benefit as much with respect to earnings as did the younger workers. Calculations show that the costs of training are paid back in a relatively short period of time; furthermore the rate of return on the retraining is quite high. Borus also found this to be the case.

Summary and Conclusions

The older workers have not been included in retraining programs to the extent warranted by their unemployment experience. This is an unfortunate situation. The older trainees do reap benefits in the form of employment and earnings. Their post-training employment experience is likely to be an improvement over their pre-training experience. They

have better post-training experience than non-trainees in employment and income; however, their experience has not been as good as that of younger trainees.

There is an obvious need for more studies of the benefits and costs of retraining with particular emphasis on older workers. The use of broad age groupings often disguises many important facts. To do this, however, researchers need both good benefit-cost data and a large number of older trainees. If these two needs are met, then unemployed older workers can be presented with concrete evidence of the effectiveness of retraining.

The screening procedures for the institutional programs must be amended so that the "cream of the unemployed" are not skimmed off and trained. Care must be taken to train those who would remain unemployed without such instruction. The unemployed, younger, more educated worker appears to have a better chance of re-employment without retraining than does the older worker.

The OJT programs should be made more available to older workers. Unfortunately, the selection procedure will reflect the employer practices in hiring at any given time. To overcome this, the program to retrain and hire older workers will have to receive community support and active job development will be required. This is both a time consuming and costly task but it will be necessary.

The older worker will benefit from retraining. Retraining is a sound investment for all parties concerned. Thus the programs to retrain the unemployed must be expanded to include more older workers.

(Applause.)

MR. WILLIAMS: Thank you very much, Mr. McKechnie. I am going to give you your Ph.D. right now and call you Dr. McKechnie for that very, very lucid exposition of this problem.

If anybody does have a question or comment right now on Mr. McKechnie's paper, we might take it. Otherwise, we can wait until this afternoon.

Yes sir. Will you identify yourself.

MR. WOODS: Yes, sir. My name is Frank Woods and I am from the State Department of Education in Connecticut.

Much has been said the last couple of days about the benefits of OJT for the older worker. Along with this, we have been getting a picture of the institutional phase of MDTA which seems to indicate that an older person resents or is afraid of this classroom situation wherein he is brought into a school, assigned to a classroom and, quote, made to read a lot of books, unquote.

I think this is really not a clear definition of institutional training.

By and large, the term institutional training implies that an individual is brought into an actual work situation where there is no production, so that if we take, for example, a machine operator, he is indeed brought to a school and a simulated classroom situation. But by and large, I would say 75 per cent of his time is out in a shop situation, but not on the job.

I think this ought to be made clear to this group, that when we talk institutional training, we are not talking about just a classroom situation. Otherwise, I think whatever recommendations come out of this group may indeed be slanted towards OJT without really a clear definition of the two alternatives.

That is number one.

Number two, the implication here, also, is that the fact that there is a greater percentage of employment and therefore a greater holding power necessarily means that were we to shunt the older worker to OJT, the chances of employment would be far greater. I submit that the whole selection procedure under OJT guarantees this employment, that the associations, that the companies who agree to the sub-contracts under OJT have a great deal to say about the type of person that they are going to employ. This is not true of the institutional portion of MDTA training. And consequently, again, I think we are getting a disjointed view of the relative success of both of these programs.

And I think it is interesting to note, as Mr. McKechnie pointed out, in spite of increased activity under OJT, the proportion of older workers being taken care of has decreased.

MR. McKECHNIE: I should make clear and expand my definition of institutional training. I didn't mean to imply it was all desk learning. They are in shop situations. Nevertheless, it still means the older worker must go back to school, something he has not attended for a number of years.

In addition, although he is in a shop situation, he is not productive. Whatever he produces is not going to be sold. He is not being paid for his production. His retraining subsistence is certainly not a payment.

So, therefore, for someone who is used to being productive, this one period of retraining could very well lead to a feeling of uselessness. It is almost a sheltered workshop idea. And I think this is what an older worker would object to, in contrast to OJT where he is actually being paid and can see what he is producing coming out the other end of his machine.

MR. WOODS: But we don't know this for a fact, do we?

MR. McKECHNIE: No, I am surmising the older worker will perhaps feel this way.

MR. WILLIAMS: I am going to make a note that this problem will be one of the significant items for discussion -- that is, the relationship of the older worker to institutional training and On-the-Job Training -- this afternoon.

However, if there is someone who wants to make a comment right now, you are certainly welcome to do it.

DR. RUTH M. LAWS (Supervisor, Planning and Research, Vocational Education, State Department of Public Instruction, Dover, Delaware): I would like to reinforce your statement of disagreement relative to this clear-cut, either/or definition of institutional training as being more appropriate for youth and On-the-Job as being more appropriate for adults.

In fact, the youth we bring in for institutional training would not profit, either, if they experienced training in a strict school situation. Many of them have experienced failure in school and are not willing to go back to a limited school situation. A practical-experience type of program in which there is some On-the-Job Training is essential, even for youth, if we expect them to succeed in it.

So I think there is too much of a clear-cut differentiation here, and I am not sure it is a valid viewpoint.

MR. WILLIAMS: I think that is a valuable comment.

MISS IRENE BOOTHE (Altrusa International, McLean, Virginia): As you recall, the first MDTA provided a matching arrangement with the States for paying the training allowances, and a number of State agencies at that time who were in MDTA felt they had to train people they could place rather quickly, in order to impress their Legislatures that they ought to keep the program going. And this was some of the reason that the screening was as it was under the first MDTA Act, I think.

MR. WILLIAMS: I think that is also a very, very valid comment.

MISS BOOTHE: Because you had to have some product. It was unfortunate. As you remember, there was a change and the repayment was pushed back and finally done away with and it became a Federal program. But in the early days the States were going to have to pay the MDTA allowances and had to have something to show their Legislatures, therefore, the agencies didn't touch the hard core. They took the cream of the crop.

We saw this very early in the program and started doing something about it.

MR. WILLIAMS: Good.

Now, I would like to go on with the presentations, if I may, and hold the further comments, if you will make notes of them.

I think these few comments after each speaker do give us an opportunity to pin down in our minds some of the points they have made.

We have a very distinguished panel here today and probably no man more distinguished than our next speaker, who is one of the leading authorities in the field of apprenticeship and On-the-Job Training in the country today.

Mr. Thomas J. Riley is the Superintendent of Skills Training for the Port of New York Authority. His programs cover electrical, automotive, air conditioning, heating, driver training. They have been praised by authorities from all over as some of the best training programs in the country. And he is a recognized authority, Chairman of the National Transportation and Apprenticeship Conference. He has received the Port Authority Executive Director's Award for Achievement, and he gets hundreds of visitors a year to watch his training programs and to learn from him.

So I think that we are very privileged this morning to have Mr. Thomas J. Riley of the Port of New York Authority to talk on the subject, "From Unskilled to Skilled: Upgrading at the Port Authority." Mr. Riley.

MR. RILEY: Thank you for that wonderful introduction. Too bad the executive director wasn't here to hear it.

Before I start I would like to give you a little idea of what the Port of New York Authority is, so you can fully understand the type of training we go into.

The Port of New York Authority is a bi-state agency, controlled by both the State of New York and the State of New Jersey. We operate all of the major airports in the metropolitan district: Kennedy Airport, Newark Airport, Teterboro Airport. We operate truck terminals, bus terminals, marine terminals. We operate a railroad. We are going to build the World Trade Center, which will be one of the largest operations in the world. And we also operate grain terminals, 7-1/2 miles of piers in the Brooklyn area, and we go into quite a bit of marine training.

That will give you a little idea of the magnitude of the Port Authority's operation.

Now, we started skills training in the Port Authority in 1946. To date we have trained approximately 8,000 employees in 29 different types of program covering every phase of maintenance skills, airport operations, truck operations, and marine operations.

Although we started in 1946, we didn't feel the manpower pinch in certain skills until 1954. At that time, due to the many changes in the automotive field and the heating and air conditioning field, we found that the mechanics we had at that time could not handle the new

equipment coming in. We found we were having a shortage at the senior journeyman level or foreman level.

The average ages of the employees in these fields were: at the journeyman level, 43 years of age; at the helper level, 48 years of age. Here we found the helper was older than the journeyman.

Most of these employees had not had any training since they had left school approximately 25 years before. We were not ready to put them out of their jobs. We didn't want to do this. So we had only one alternative. That was to take these people and to retrain them. We did an intensive study of all the training programs in these fields throughout the country, in private schools, vocational schools, and in industry.

After this intensive study, we decided to conduct the training ourselves and to take the following steps:

Number one, to establish a two-year in-service retraining program for the entire force, which at that time consisted of 300 men. We first conducted prognostic and diagnostic tests to determine the level of instruction. In order not to frighten these men or to bore them, the instruction was entirely trade-oriented. It consisted of both class and shoproom instruction.

Training was conducted two nights per week, three hours per night. We had two hours of supervised instruction and one hour of supervised study. The one hour of supervised study was to take care of the man who had a problem that he couldn't solve or did not know the correct answer to. The instructor was there on the scene to help him.

Our instructors were of two different types: professional or licensed teachers and Port Authority engineers or maintenance specialists. The professional teacher had to have either a New York or New Jersey teaching license, six years of experience in the field in which he was teaching, a Mechanical Engineer's degree or an Electrical Engineer's degree, according to which program we were going to put him into.

The engineering or maintenance skills specialist had to have at least six years of experience in his particular field. If he was going to teach theory, he had to have either a Mechanical Engineering degree or an Electrical Engineering degree.

The training covered all phases of the operation. We started out with mathematics -- basic arithmetic, right on up; basic English, technical reading comprehension, all of the different types of theory, AC theory, DC theory, everything involved in the particular trade.

Now, we didn't just go ahead and jump into a training program. We selected 26 men to form an advisory committee in the Port Authority. These 26 men came from all the different fields: Engineering, maintenance, operations. We sat them down and asked them what

they thought should go into the program; what phase they would like to see covered most of all.

After a careful study of that, we then went ahead and developed the program outline.

Next, textbooks are most important. The same committee of 26 men reviewed every available text we could find connected with these trades. They suggested the texts. We then submitted the texts to many of the instructors to see what they thought. Finally, we selected what we thought were the best possible texts for the program.

In addition to the evening program, we set up a three month, full-time in-service training program for these people.

You have to keep in mind that these are people ranging anywhere from 43 years of age to 48 years of age who hadn't been to school for quite a while. It was quite gratifying to note that throughout the program, even though we were dealing with a shift situation, 24 hours a day, the trainee attendance averaged 95 per cent. Approximately 90 per cent of the men successfully completed the program. Ninety per cent of the electricians were promoted to senior electrician, as a result of a competitive examination at the end of the program. This program was a great success. We didn't stop here, though. In order to keep these people moving and to keep them up to date with the changes in their particular fields, we conducted further upgrading and retraining programs. In the electrical field, for example, we went into high tension, electronic training, and what-not.

In order to alleviate shortages in the future at the lower level, we established two different sets of programs. One is a pre-apprentice program, whereby we take a man who has no skills and we put him through what we call our General Maintenance Training Program, which consists of the basic fundamentals in 22 different trades. This gives a man an idea of how to use his hands. It may even lead him to the trade that he may like best. In this we cover everything from electrical work, tinsmithing, paving, glazing, rigging, anything that you can think of in any of the maintenance or construction trades. This is a six-month program, again two nights a week, three hours a night. This program we run day and night because of the shift situation.

We have been operating this program quite successfully for the past ten years, and we have seen some real great results. We have no age limits. We range in age anywhere from 18 years to 55 years of age.

We also started apprentice programs. We have three very highly successful apprentice programs. One is automotive; another is in the electrical field; another is in heating and air conditioning. In the metropolitan area of New York, these are the three fields in which we have shortages in labor.

I had quite a bit of opposition when we started the apprentice programs because quite a number of people were under the misapprehension that the United States Bureau of Apprenticeship and Training exercised quite a bit of control over your operation. I found that this was not so. I found that Ed Goshen, who headed up the program at that time, was quite helpful and that we did get wonderful cooperation from the Department.

I predicted when we started this apprenticeship program that, if we continued our upgrading program, we could take a boy at 17 with a high school education or high school equivalency, and by the time he was 19, make him a full-fledged journeyman.

Now, we are not operating a two-year apprenticeship program. We are basically a four-year apprenticeship program. But if a man at the end of two years of training can take a competitive examination for electrician, for example, and pass it, and continue in our program in the evening, he can be promoted to a full-fledged electrician.

Four years ago we graduated the first 19-year-old electricians. Today these same 19-year-old boys at 23 are senior electricians. Before they are 30, they can be foremen, if they continue to take the different training programs which we offer.

This does not mean our apprenticeship programs are limited to 17-year-old boys. I have in my program at the present time men who are 51 and 52 years of age. I would say the average age of my apprentices is roughly around 28 years of age, boys who have been in service who have come out. We have been highly successful there. We run about a 95 per cent attendance and roughly, again, about a 90 per cent successful completion.

Now, we have run into other areas of retraining problems. For example, we also operate bridges and tunnels. At the Holland and Lincoln tunnels, we have huge ventilating systems. We had 16 men there called tunnel equipment maintainers. Their equipment was being converted to be electronically controlled. The average age of the group was 54, average education was 10th grade. We found we could no longer use these men as tunnel equipment maintainers.

We did a study and found that the majority of them had an electrical background. We had a shortage of electricians. So we offered them a two-year in-service retraining program for electricians. Again we ran into the same wonderful results. We wound up with 80 per cent of the men successfully completing the program. This is even though the average age was 54.

At that stage of the game, I thought I was over the bridge; I wasn't going to have any more trouble with older employees. But the Port Authority decided, at the request of the States of New York and New Jersey, that they should acquire the old Hudson and Manhattan Railroad. And when I say "old," I mean old. The equipment there ran anywhere from 40 to 60 years of age. We had roughly 1,475 employees. The average age was 51. The average education was grammar school.

We ran into a nice problem. We acquired 200 brand new air-conditioned cars, electronically controlled, all of the latest equipment; put in a new signal system. And here we have a force of 1,475 people who have never handled anything but the oldest equipment available.

We started a two-year voluntary training program for these people. We have been on the way now for six months. The program looks like it will be highly effective.

Again, rather than let these people go, we decided to retrain them. (With any new employees, of course, we are setting up the apprentice programs whereby we can feed in good, trained, qualified people.)

As if this portion of the problem wasn't enough, the average age of the supervisory force was 56. Again we had to set up not only supervisory training for these people, but technical training so that they could properly supervise these people in the maintenance of the equipment.

This program is now underway, and I hope it is as successful as the rest of our programs.

Now, there is one portion of the Port Authority operation that some of you people may not be familiar with. The Port Authority, in conjunction with the City of New York, is now operating what is known as the BEST training program. BEST stands for Basic Essential Skills Training.

In this program we are committed to train 6,000 people in the coming year. We are training them in six basic skills: heavy duty truck driving; oil burner repair; air conditioning repair; general maintenance; building sanitation; and gardening.

This program to date has been under way roughly about six months. We have had roughly around 1,600 people who have successfully completed the program. We are running about a 75 per cent placement, which is good.

The Welfare Department of the City of New York has closed 350 welfare cases, which means a saving of about $1.5 million for the City of New York in welfare funds. The program cost runs, for one year, $1.8 million. The average age of these trainees, by the way, runs around 36 years of age.

We go into all the remedial education: math, English, all the way down the line --all your preparation for employment, pre-testing, employment interviews, and everything else. The man goes to school 40 hours a week, regular working hours -- eight in the morning until four in the afternoon. He comes to the training and receives no compensation. If he is on welfare, he continues to receive his welfare. If he is on unemployment insurance, he continues to receive his unemployment benefits.

Roughly 40 per cent of the people in training receive no benefits whatsoever, and it is something really worthwhile seeing and appreciaiting it. I didn't think we had this type of people any longer and it was quite gratifying to watch it and be a part of it.

That is about all I have to say. Thank you.

(Applause.)

MR. WILLIAMS: Thank you very much, Mr. Riley, for a very revealing presentation. And I get from your presentation the fact that, given the proper application and direction, you can conduct successful training programs for older persons, at least those who are presently employed; you are suggesting also the same thing can be done for the unemployed; that your cost-benefit ratio is pretty good.

Are there some questions for Mr. Riley?

MISS HELEN B. HAMER (Chief, Program Development Branch, Bureau of Family Services, U. S. Department of Health, Education and Welfare, Washington, D. C.): I am interested in the welfare angle.

In this BEST program you talked about, who are the people you trained? Are these people who applied for jobs at the Port Authority?

MR. RILEY: No, these are people who are attracted to the program by the City. They are not forced into the program or anything else. We do have spot announcements on radio and TV, and this is the way we are attracting them. We do have two recruitment offices, one handled by the New York City Department of Welfare and one handled by the New York City Department of Labor. But it is done on an entirely voluntary basis on the part of the trainee.

MISS HAMER: You are essentially running this program to get staff for Port Authority.

MR. RILEY: No.

MISS HAMER: No? Well, why are you running it?

MR. RILEY: This is to take people who do not have skills and provide them with the skills that are necessary for them to obtain employment in any industry in the New York Area.

MISS HAMER: You mean this is a sort of independent training program run by the Port Authority?

MR. RILEY: The Port Authority and the City of New York. The City of New York is paying for the training, itself. We are providing the training facilities and my supervisory talents, if you may call them that.

MISS HAMER: I see.

MR. WILLIAMS: Yes, sir. Mr. Jacoby.

MR. JACOBY: It may be a little out of line for me, as a recorder here, to ask these questions.

One, I would like to make a statement. Yesterday morning, Mr. Ulrich talked about the fact that we should look at ourselves as trainers as to the success of such programs. I think Mr. Riley has brought out the fact that with good, solid training, programs are successful.

Second is a question: The Port Authority evidently felt that it was cheaper and better to retrain that it was to rehire. That is in the form of a question, Mr. Riley.

Then, was there a feeling of community responsitility which urged the Port Authority to take on this kind of task?

MR. RILEY: Well, one of the prime purposes of the Port Authority is to develop the Port of New York, which covers a 40-mile radius around the Statue of Liberty. Having all these people unemployed affects the economic growth of the Port area. So we were not only providing a community service, we were performing a job which we were supposed to perform.

We have many small communities in the metropolitan area, many small cities around the metropolitan area. They couldn't develop or provide training of this type on such a large scale on their own. For instance, the City of Newark now has asked the Port Authority to help set up training programs in the City of Newark. We are working with the New Jersey State Board of Education now, and I understand -- in fact, it just happened yesterday -- that they have okayed the first program for the City of Newark and that is going to be a truck driving program.

Now, the interesting part about these programs is that they are short-term programs. Within a two-month or three-month time we can give a man the skills to go out and get a job, a well-paying job. I am not just talking about a $1.25 an hour job. In the bus driving and truck driving area, I am talking about a man who is getting $3.25 or $3.50. Some of our graduates are bringing home close to $200 a week in that particular area.

In oil burner repair, I am talking about a man making anywhere from $2.75 to $3.00 an hour. So I am talking about well-paying jobs and in a short time. I am not talking about two or three years. I am talking about two months to three months.

Building sanitation, which a lot of people look down on, is a very highly skilled field today. An entrance level porter, for instance, starts out with $81 a week. Within a year's time he can be making close to $120 if he applies himself.

So we are not just talking about low-paying jobs or long-term training.

I believe in long-term training; don't get me wrong. But I think the best way to alleviate this business of unemployment among the aged is to take people at the right age and teach them a fact that we all know, that you never stop training; you continue with your training and retraining and upgrading.

This we have done in the Port Authority and we have been highly successful.

MR. JACOBY: What kind of cost per man do you have at the present time, that is preliminary training?

MR. RILEY: In the Poverty program?

MR. JACOBY: No, I am talking about your program at the Port Authority. What does it cost you to retrain a man, as an average?

MR. RILEY: I don't have any figures. It is very low. I can make them available.

MR. JACOBY: I think this might be very interesting, in comparison to hiring costs. After all, it does cost you money to hire a new man and it takes time for him to assimilate knowledge just on the job, even though he may be skilled. If you take an electrician and throw him into the Holland Tunnel, it will take him a while to know his way around. During that time he is only partially productive.

MR. RILEY: He runs about 75 per cent productive.

A VOICE: He is talking about the cost of job turnover. It runs around $450.

MR. JACOBY: I know what it is in industry. I wondered what his costs might be in retraining.

MR. RILEY: It runs very low. In many cases, most of the training, you know, is done on the employee's own time in these evening classes. So all you are concerned with would be the instructor's cost, period. If you took a group -- I will do this fast, or you can do it for me -- 300 hours of instruction at $8 per hour, that would be $2,400. Each class would contain -- I go for a maximum of 15 men in a classroom situation. And a shop situation would be anywhere from 6 to 10.

That will give you a rough idea of what your costs would be per man.

We have the space available, so there is no problem there. The equipment has been handed down through the years.

We salvage all of our equipment, by the way. It is very seldom we go out and buy new equipment. When we are demolishing buildings, we strip the building and bring everything in and re-use it.

MR. ALBERT J. OLSEN (Consultant, Division of Welfare, National Lutheran Council, New York City): I was interested in your point in this BEST program in which you said the average age was 36. Would you have an idea of the number of older workers in this group, even though the average age is 36? You say there are 6,000 in the program?

MR. RILEY: There will be 6,000 by the end of the year.

MR. OLSEN: Do you know what part of it would be older workers?

MR. RILEY: Say, over 45?

MR. OLSEN: I would say over 55.

MR. RILEY: I would say it would run about 15 per cent.

MR. OLSEN: Fifteen per cent of 6,000?

MR. RILEY: Yes. That is roughly.

MR. WILLIAMS: Did you have a question, sir?

MR. HOLCOLMB (Bureau of National Affairs): I was curious about the cost. You mentioned $1.8 million. Was that for the entire BEST program, 6,000 people?

MR. RILEY: That is for the entire operation for one year.

MR. HOLCOLMB: But these are short-time training programs?

MR. RILEY: Two to three months.

MR. HOLCOLMB: In all categories?

MR. RILEY: Yes. And to date we have the cooperation of every union involved, Teamsters, Building Service employees, Air Conditioning and Oil Burner people. In fact, we have had close to $100,000 worth of oil burner and air conditioning equipment donated by the industry and unions involved. We have had 10 tractors and trailers donated by the trucking industry, and we have full cooperation of the Teamsters and the trucking industry.

MR. HOLCOLMB: In that cost you are not including the unemployment compensation or welfare benefits.

MR. RILEY: No, the training course. I am not involved in the other phase of it.

MR. WILLIAMS: Unfortunately, we have reached the point where we are supposed to get you over to lunch so you will be back here at 1:15.

(Whereupon, at 12:10 p.m., a luncheon recess was taken until 1:15 p.m.)

AFTERNOON SESSION

MR. WILLIAMS: We shall proceed with the next speaker who has been a journeyman plumber and also a plumbing instructor for the Wisconsin Vocational Schools. He is now Assistant Director of Training for the United Association of Journeymen and Apprentices of the Plumbing and Pipefitting Industry of the U.S.A. and Canada. Our speaker is also secretary of the National Joint Plumbing Apprenticeship Committee, and I think very well qualified to tell us about the program of the United Association and what it is doing by way of training older persons. He is Norman F. Piron, Assistant Training Director of the United Association Training Department for Apprentices and Journeymen. His subject: "Upgrading for the Space Age."

MR. PIRON: Thank you, Mr. Chairman.

I might say I am substituting for the director of our Training Department. I will present the paper that was prepared for this panel, and I think the time schedule will allow for a few additional remarks.

"You can't teach an old dog new tricks" is a tired old axiom applied on occasion to the human race.

It's a pat saying that has enabled many an employer and training director to sidestep logic and stick with tradition. How wrong they can be has been amply demonstrated by the United Association during the past 12 years. With the cooperation of management, industry and educators, we have shown that one doesn't have to be a green youngster to absorb new ideas, new techniques, or new methods.

The steady advance of technology in our industry is making constant new demands on the skills of our workers, young and old. These demands could have lowered the curtain for many of our veteran skilled craftsmen. The ultimate result has been exactly the opposite, however, because labor and management and education joined forces to make advancing technology a positive and useful agent for better skills, better conditions, and better pay.

The United Association made a simple decision, based on the fact that nothing is permanent except change, and channeled its energies to make certain that all of its members, both working and potential, kept pace with it. If it was necessary to instruct apprentices in the latest techniques, methods, and processes, it would be just as necessary to instruct the working membership in these same new challenges. It was a matter of first things first, however, and it was obvious that before anyone could be taught anything, there would have to be instructors who knew how and what to teach. That is why the UA became involved with Purdue University in a program of instruction for instructors.

We began in 1954 with 66 instructor-students, in a study program lasting for one week. After five successful annual programs, the UA and Purdue developed a more extensive course of instruction in a 5-year course which would result in a certificate from the university.

In 1965, we had 600 instructor-students learning everything from atomic radiation safety to advanced hydronic heating and cooling, as well as trigonometry and applied English grammar.

Specifically, the annual training course for instructors of journeymen and apprentices is designed to:

1. Prepare UA instructors to become proficient in the use of techniques of instructing and instructional materials.

2. Acquaint instructors with the philosophy and principles of education, especially trade, industrial and technical education.

3. Provide learning experiences in the principles and fundamentals of the applied knowledge -- subjects such as science, mathematics, drawing, English, basic economics, and so forth.

4. Broaden and deepen the understanding of the instructor in the technical aspects of the crafts and bring information to the instructors about the latest developments in this area.

The uninitiated might say that such a design seems a bit too sophisticated for practical absorption and application by plumbers, pipefitters and sprinkler fitters. The answer is apparent: The apprentices as well as the veteran plumbers, pipefitters and sprinkler fitters have been deeply involved from the beginning in the new skill demands of the atomic and areospace age.

UA journeymen at work in atomic plants must fit pipes to tolerances of less than 1/10,000 of an inch and be able to conduct steam from atomic furnaces at temperatures so high that the alloy pipe, costing as much as $1,100 per foot, must be cooled from the outside to prevent it from melting.

Plumbers, pipefitters and sprinkler fitters must know the properties of metals and alloys and have some knowledge of metallurgical processes. A few years ago, heliarc, short arc, and plastic welding techniques were virtually unknown. Many techniques unknown a

decade ago are now common procedures within the work jurisdiction of our industry. Instructing our membership in these techniques was a job that someone had to do if the stern, unbending performance requirements were to be met.

The valuable skills honed through years of experience by our veteran journeymen could not be relegated to the slag heap. But this total training approach is costly and continuing. It could not be reserved only for the training of apprentices. The journeyman of 10, 20, and 30 years' experience was still the backbone of a contractor's work force.

The growing demand for new skills was creating problems for contractors, too. Individual contractors frequently had to spend large sums at the job site to give special training to their work crews before construction could even begin. One contractor on a big refinery job, for example, spent $250,000 for training craftsmen in modern welding methods.

Agreement was reached in 1956 between the National Constructor Association and the United Association to establish an industry-wide fund, to be administered jointly, as a constantly-replenished pool of resources for training in the plumbing, pipefitting, and sprinkler fitting crafts. Called the International Training Fund, it is supported entirely by NCA constructor payments based upon man hours worked by UA members for contractors of the NCA. Through this continent-wide service, talent, funds, and facilities are coordinated to bring the best of all to bear on local training problems. Five ITF training coordinators service the areas of the United States and Canada, reporting to an administrator and assisting local training programs.

Since its establishment, the ITF has been an effective instrument for funneling financial assistance and expert advice to those localities where they are most needed and will do the most good for the worker, contractor, and the nation.

The UA operates 144 schools today, financed by local funds with the help from the ITF. The principal expenditures have been for equipment and training aids aimed at the practical aspects of the training offered. We also sponsor classes for veteran craftsmen in foreman training and superintendent training.

All of these programs are under the over-all supervision of advisory committees made up of representatives of the UA and the contractors' associations. Let me point out that management has always been ready to assist in the local and national training efforts necessary for shoring up the skills of the craftsman.

Our experience with the veteran plumber, pipefitter, and sprinkler fitter has enabled us to draw some broad generalities about what instructional courses should consist of and how to apply them. The most effective results have been obtained by:

1. Short courses. Instruction should be limited to two or three hours a week stretching over several weeks, depending on the extent of the new skill being taught.

2. Practical courses. While theory is becoming more and more a prime requisite as an integral part of the over-all skill employment, the course should be so designed as to weave the scientific fact into the practical application. Separating theory and practice will not work. The older worker is impatient with time spent on information not related directly to his work.

3. Competent instructors. The older worker has a tremendous amount of experience and know-how gained over the years. The person chosen to instruct him should have this basic background also or face the problem of not being taken seriously. The psychology of training is what I am talking about. If instructor and student are not talking the same language, the training will be less effective.

4. Immediate application. What is being taught should have immediate and practical application since practice is the key to retention and the immediate need to know is the best incentive to learn.

5. Visual aids. Visual aids should be employed whenever possible, coupled with demonstration and practice.

We have found that the man who knows his job and has been doing it well for many years is easier to retrain for a refinement of his basic skill than an apprentice who must learn fundamentals first.

There is no question that these programs have been highly successful over the years.

There is no question also, that the veteran, older worker in our crafts has been the bulwark of our industrial achievements on land, on sea, and in space.

In addition to the contents of this paper, I would like to add a few comments: We are obviously concerned with the welfare of the older worker in our industry. Production is just as important in the construction industry as in any other. Production is especially important when you are working for the low bidder.

Because of the physical requirements of our work, production in some areas can slow down with age. You have probably noticed in your travels the amount and size of piping installed for an oil refinery or chemical plant. This type of work is installed by pipefitters. Much of the work in a fire protection system is done overhead. This means working on ladders and scaffolding. A plumbing system starts with piping in trenches and ends with pipes extending through the roofs of buildings. These are examples of work requiring physical activities such as lifting, bending, kneeling, and climbing.

Service and maintenance work is one area where a broad background of experience can be an advantage for older workers. One major problem, however, is that many of the jobs requiring less physical effort, such as foreman, estimator, or instructor, require broad knowledge and experience along with special skills and aptitudes. In order to assist older workers, we have prepared instructional materials which will enable them to obtain skills to offset slowing down in physical capacities.

Since many employers are interested primarily in hiring younger men, we have found it necessary to require in some bargaining agreements the employment of a percentage of older workers. This helps assure the employment of men who have given years of satisfactory service to the industry and the public. Financial assistance to local training programs by the International Training Fund was mentioned. Since 1958, over $7.5 million has been distributed to over 400 local training committees. This has enabled satisfactory programs to be conducted where local school funds were limited or unavailable. Although a major part of our training activities is devoted to apprenticeship, we feel we must also continue to be concerned about the employment of our older members.

(Applause.)

MR. WILLIAMS: Thank you very much, Mr. Prion.

I continually have been impressed now through three of our speakers with the very, very high quality of the papers and the very practical nature of them, and I am particularly impressed with some very specific suggestions which have come out of this paper and which we will certainly want to discuss at greater length later on.

However, I would now throw the meeting open for some direct questions to our last speaker.

Yes, sir.

MR. RICHARD LUER (OMPER-NCOA Older Workers Relocation Project, South Bend, Indiana): I would like to ask Mr. Piron how he can justify upgraders to the apprentice graduates that have spent four years upgrading? Where do you get this upgrader to start with?

MR. PIRON: When we are talking about upgrading, we are talking about upgrading our present journeymen, men who have been working as journeymen for some time, who may need refresher courses, new skills, and so forth.

MR. LUER: There is no change in the apprenticeship program, then.

MR. PIRON: No. We are concerned here, our entire panel, with older workers, and this is an aspect of attempts to upgrade the older worker within the industry. It has no effect on the apprentice program, as such.

MR. LUER: Do you think the apprenticeship training time could be cut substantially in the pipefitting industry?

MR. PIRON: Well, what do you mean by "cut substantially"? Timewise?

MR. LUER: It is about four years now. Could that be cut in half? I would like to have Mr. Riley answer something on this, too.

MR. PIRON: Traditionally, it has been a five-year program in our craft, regardless of whether it might be plumbing, pipefitting, or sprinkler fitting, the three principal areas of the work of our members. While some suggestions have been made for shortening this term of apprenticeship, the five-year program has been traditional for many, many years, and I feel that this is necessary. I think you have to consider apprenticeship in several different lights.

The customer expects, at the end of an apprenticeship, a skilled worker. I think you could take several subjects -- if you wanted to pick isolated subjects -- and say, "I can teach this subject or how to do this skill in a comparatively short time," but knowing a certain subject or how to do a certain skill is different from being thoroughly skilled in this particular application or the application of this subject.

Our apprentices, in order to get the wide variety of training we think necessary, have to depend sometimes on economic conditions, the kind of work that is available in the community. They have to depend on the types of jobs that a contractor will get. And it is pretty difficult to say, "We are going to have a number of apprentices in any of these particular fields and they are all going to start on this kind of building construction or this kind of system; they are going to work definitely this many months on this kind of work, and we are going to route them through a specific program of this kind.

I presume much of this kind of thing can be done in some in-plant apprenticeship programs, but in the construction industry there are so many variables that it is pretty much accepted by our organization and the contractor organizations with which we work jointly in these programs, that there is no particular reason for shortening appreciably the five-year apprentice program as it exists today. New technologies, automation and many new developments tend to complicate things in some areas rather than simplify them, so I think the five-year training program has been pretty well established and will remain so for some time.

MR. WILLIAMS: Mr. Riley, do you want to make a comment on that or do you want to hold it until discussion later on?

MR. RILEY: I am going to have to be leaving in a half-hour.

MR. WILLIAMS: Now is your time to comment on that, if you like.

MR. RILEY: In my particular apprentice programs in the Port Authority, we are talking about maintenance journeymen. We are not talking about construction journeymen, which is what I believe you have been covering.

MR. PIRON: Yes.

MR. RILEY: So we are talking about two different types of animals.

Number one, the Port Authority program is an in-plant training program. In the two years of training that we give our apprentices, we cover the same approximate number of hours normally covered in the outside apprentice program in four years. We don't stop for vacations; we don't shut down in the summertime; and we do have the three months of full-time training that we give the apprentice. This is in addition to the two nights a week, three hours a night.

In addition to all this, he still gets two years of on-the-job training under skilled mechanical supervision. This is something I don't think you can do on a construction job because the apprentice is bouncing from one job to another. So to cover all the particular areas that he should cover would take much longer in the construction industry.

MR. WILLIAMS: Well, as I have had occasion to repeat several times, we do have exceptionally well qualified people here today. I am just constantly astonished at the background of our speakers and their pertinency to our question.

Our next speaker is Dr. Joseph Kopas, who is president of the Human Engineering Institute and a training consultant for Republic Steel Corporation. He has been with Republic Steel since 1947 and has done much training there, both of a technical and managerial, operating and maintenance type.

His Human Engineering Institute is a non-profit organization which develops and conducts programs to meet the needs of industry in training and upgrading management personnel, operators, and maintenace employees. He has some 50 companies participating in training programs developed under his direction at the Human Engineering Institute.

A very interesting sidelight on Dr. Kopas is that he was born and raised on a farm in Belmont County, Ohio, and his first experience with training others came when he taught his father to take over his pipethreader job so he could go to college. He went to college and got his B.A. and M.A. at Western Reserve and his Ph.D. from Ohio State University. He has been a consultant to the War Manpower Commission; he has been a developer of an industrial test battery which is widely used. He is going to talk to us on "Upgrading for Heavy Industry." Dr. Kopas.

DR. KOPAS: Thank you.

Dramatic technological advances during the past decade have brought about rapid and extensive modernization of equipment, facilities and processes in industry. Industrial concerns of all sizes have had no alternative but to modernize if they were to remain competitive. Moreover, there appears to be no end to the urgent need to modernize as the already fast pace of technological development continues to accelerate.

We must emphasize, however, that technological progress not only makes equipment, processes, and facilities obsolete, but also makes employees obsolete. Just as in the case of older equipment, the older employees are hit the hardest and quickest by the probability of obsolescence. Obsolete equipment can be scrapped and replaced with new and modern equipment, but "obsolete" manpower cannot be scrapped except possibly in small number. Furthermore, modern equipment cannot be managed, operated and maintained by "obsolete" supervisory, operating and maintenance employees.

From a sheer logical viewpoint, it stands to reason that in order to operate, manage and supervise these modern facilities and processes, industry is going to need technically skilled personnel.

And most of these technically skilled people are going to have to come from the ranks of those already employed by industry--I would say 85 per cent of them--which means pretty much an updating and upgrading training program. And the most practical, the most economical method--and the most effective--we have found in ten years of experimental and developmental work has been on-the-job training.

Allow me to illustrate the nature of the older worker's problem--a major problem for our entire industrial community. We can "profile" the older worker.

(a) His average age is 45.

(b) His education stopped somewhere about the ninth grade.

(c) He has 25 years of seniority.

(d) He has 28 years of work experience.

(e) He has been out of school for 31 years.

This worker may be a supervisor; he may be an operator; he may be a maintenance man. These three categories constitute about 80 per cent of our industrial personnel.

He holds a key job at the top of his job progression.

He has attained the highest degree of job success, job effectiveness, earning power and job security.

In a sense he is sitting on top of the job world at 45, looking forward to 20 more years of employment.

His employer views him as one of his key men, and looks forward to 20 years, at least, of service from him.

And for many years, up until 1955, this was a system that worked beautifully in industry. Then along comes a rapid wave of technological progress, and let's see what happens:

Our man, formerly at the top of the job world, is now the prime victim of technological progress he didn't ask for, which he didn't particularly want, and over which he has no control.

He is the first to be affected, because he is at the top in the job progression. And this also results in a most interesting parallel: just as the oldest equipment is more likely to become obsolete under the modernization program, so are the skills of the older worker, and he is in an unfavorable position to help himself. He finds himself in an inescapable and desperate race between forced obsolescence and forced retirement. And to compound his problem, he finds that his competitors in this race are young men who are better educated, better qualified and receiving preferential treatment.

As a consequence, the older worker seeks assistance from his employer, from his union, and from his government. Updating and upgrading training constitute his only hope for the future. And if that fails him, he is done for, and he knows it. Because in the area of technical work, you either know what you are doing, or you are out of the game. If he does lose out--and some have been losing out steadily--where, at the age of 45, is he going to find an opportunity for training that will provide him with the necessary skills for a new occupation of equal status? And, if he should get that necessary training, who is going to hire him at that age?

These are some of the problems the older worker faces.

He needs training now, not after he is unemployed and on relief. That is why updating and upgrading are of such vital importance. It is usually too late and too difficult to retrain him after he is out of work and on relief. This basically is the story of the older worker.

That we hear so much about "disadvantaged youth" is rather interesting. We are continually told that a good percentage of our young people lack basic education and skills necessary to hold jobs in our highly mechanized industry. But if you want to talk about the disadvantaged people, the adult is in a far more precarious position than the so-called "disadvantaged youth," since he is far more lacking in basic education, and he has been out of school for those 31 years we mentioned.

Unquestionably there is a great need for basic training, and we require the finest type of job training. And this is why I have long mentioned that our present on-the-job training is wholly inadequate for this monumental task.

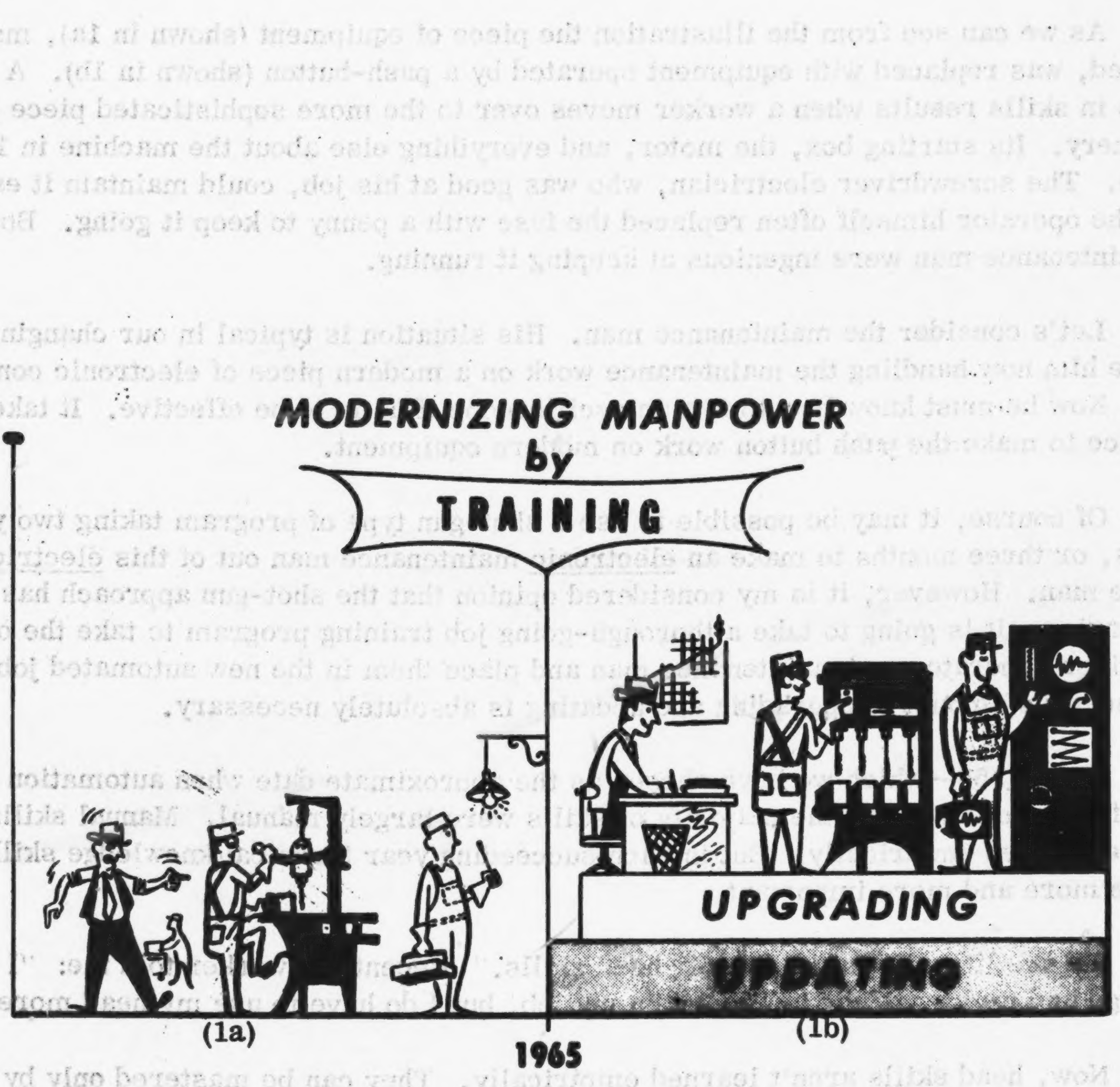

MODERNIZING MANPOWER
by
TRAINING
UPGRADING
UPDATING
(1a)
(1b)
1965

PHOTO 1

Here is an artist's conception of (1) the supervisor (2) the operator and (3) the maintenance man with the screwdriver -- the three basic jobs in industry which occupy approximately 80 per cent of industrial personnel. These workers still form the working corps of industry, but they must all be updated.

As we can see from the illustration the piece of equipment (shown in 1a), manually operated, was replaced with equipment operated by a push-button (shown in 1b). A significant change in skills results when a worker moves over to the more sophisticated piece of machinery. Its starting box, the motor, and everything else about the machine in 1a was simple. The screwdriver electrician, who was good at his job, could maintain it easily. In fact, the operator himself often replaced the fuse with a penny to keep it going. Both he and the maintenance man were ingenious at keeping it running.

Let's consider the maintenance man. His situation is typical in our changing society. Picture him now handling the maintenance work on a modern piece of electronic control equipment. Now he must know how to use an oscilloscope if he is to be effective. It takes this type of device to make the push button work on modern equipment.

Of course, it may be possible to use a shot-gun type of program taking two years, six months, or three months to make an electronic maintenance man out of this electrical maintenance man. However, it is my considered opinion that the shot-gun approach has glaring deficiencies. It is going to take a thorough-going job training program to take the old-style supervisor, operator and maintenance man and place them in the new automated job situations. A tremendous amount of upgrading and updating is absolutely necessary.

Up to 1955--which we have chosen as the approximate date when automation became a major factor in industry--the majority of skills were largely manual. Manual skills could often be learned empirically. But in each succeeding year technical knowledge skills have become more and more important.

We are literally in the era of "head skills." Recently a worker told me: "I don't have to sledge and wedge and dig any more on my job, but I do have to use my head more."

Now, head skills aren't learned empirically. They can be mastered only by study and by top flight instruction. The instructors must know the job and the changes the job undergoes. Most jobs are in a state of flux.

The training program not only has to help workers catch up with their jobs, but it must be organized on a permanent basis so that workers can stay with their jobs. And it must be designed to fill in the gaps in basic education, because it takes basic education to master the new skills.

This is the new "job skill mix" that we are emphasizing. Our basic premise is that on-the-job training is still the most practical, effective and economical way of updating and upgrading employees. But we are going to have a considerable task on our hands in updating and upgrading our job training program.

The conditions under which the training has to take place have been overlooked in large part by persons directly concerned with doing something in this field.

Industry has horizontal unions, not vertical. The apprenticeship programs work best in the vertical unions, for example, the construction unions. The horizontal unions, particularly the CIO, draw their members from a wide range of jobs, and job progression has been the basic means of training. Generally what happens is that a new worker comes in at the bottom of the job progression ladder. He bids on some of the beginning skill jobs. In a few cases, apprenticeship is the route into these beginning skill jobs, but in most instances the way is through the learner and trainee program.

The beginners acquire elementary skills. Then they move up to the intermediate skills as a result of experience, further job training, etc. Then they progress into the advanced skill--and finally enter into supervisory and staff positions.

Modern technological progress has upset this system in many ways, but it is still the best way to do the job, if we can adapt to the new conditions.

What, exactly, has the technological revolution done to the old system.

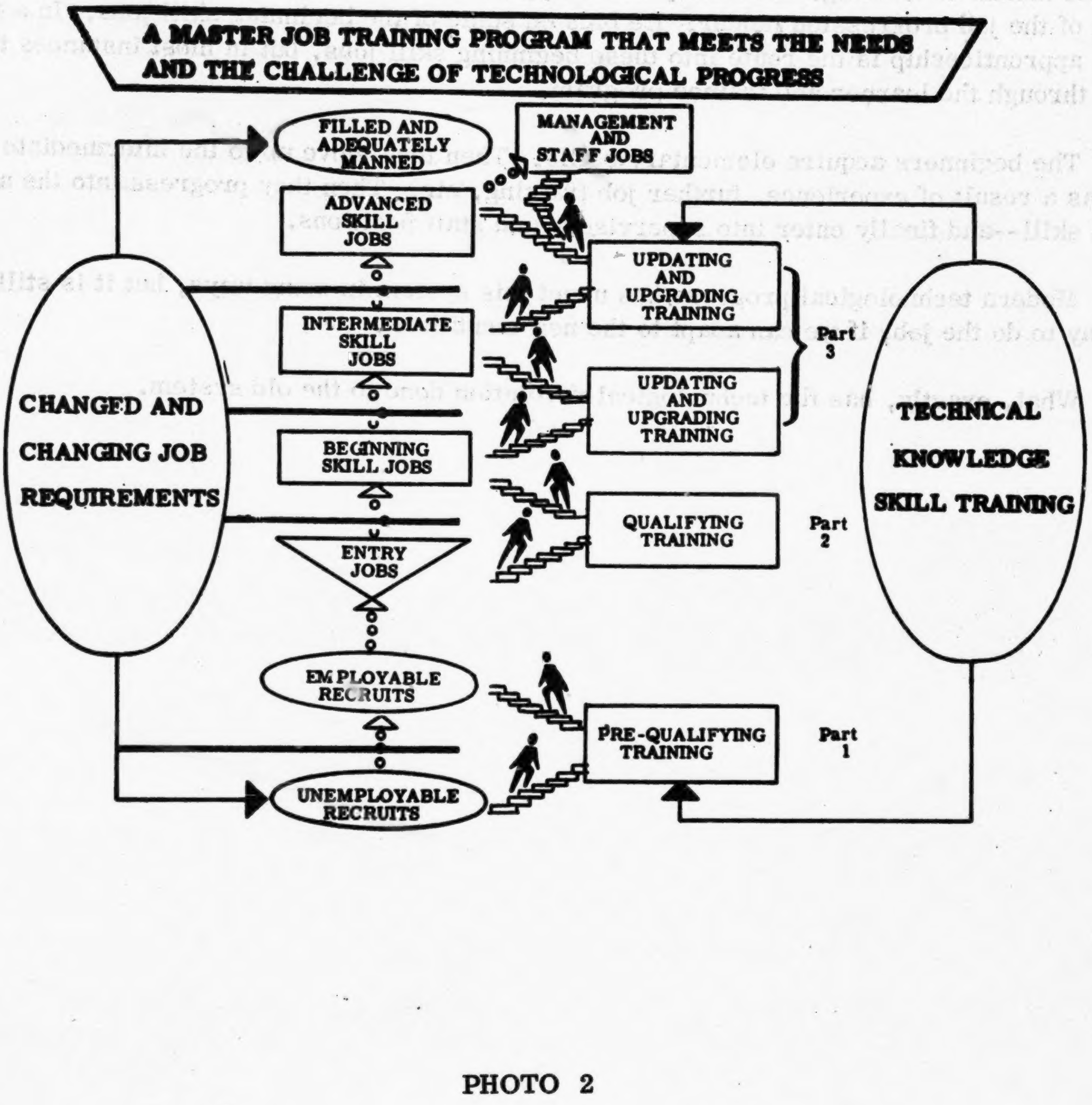

A MASTER JOB TRAINING PROGRAM THAT MEETS THE NEEDS AND THE CHALLENGE OF TECHNOLOGICAL PROGRESS
FILLED AND ADEQUATELY MANNED
MANAGEMENT AND STAFF JOBS
ADVANCED SKILL JOBS
UPDATING AND UPGRADING TRAINING
INTERMEDIATE SKILL JOBS
Part 3
UPDATING AND UPGRADING TRAINING
CHANGED AND CHANGING JOB REQUIREMENTS
TECHNICAL KNOWLEDGE SKILL TRAINING
BEGINNING SKILL JOBS
QUALIFYING TRAINING
Part 2
ENTRY JOBS
EMPLOYABLE RECRUITS
PRE-QUALIFYING TRAINING
Part 1
UNEMPLOYABLE RECRUITS

PHOTO 2

First, it has blocked the normal progression line. With the new changing skill requirements, if a person can't qualify for the beginning skill jobs, then he clogs up the job progression line. And if the person in the beginning skill jobs doesn't catch up or keep up with the changes, he clogs the line into intermediate and into advanced job skills.

So our problem with on-the-job training--and I think it is still the most effective way of dealing with the problem--is to find some way to unclog and get the job progression line moving.

Before ultra-modern technology came into the picture there was almost no such thing as "unemployable recruits". And there were no unfilled or inadequately filled jobs. Job progression took care of the need for skilled personnel. When there was a greater need at certain times, the job progression ladder moved more rapidly. When fewer skilled workers were required, the progression scale just worked that much slower. When there were too many people, the progression worked in reverse because of job rights, seniority and everything else tied into those factors.

Now, we feel that the job progression line can be unclogged and can function smoothly again through an updating and upgrading program to help older workers qualify for skills the new technology has inaugurated.

To bypass the obstacles at the bottom of the progression line, we need pre-qualifying training--to take the now unemployable recruit, make him employable and get him into the entry jobs.

However, this by itself is not enough because all he will do is clog up the works as he gets into the entry jobs; and, he will not even get into the entry jobs until the workers there can move up into the intermediate skills. So training of the entry skills group to move ahead is the second part of the program.

The third part is to move workers with intermediate skills into the advanced skills and so fill the highly-skilled jobs that today are going begging by the many thousands. In Cleveland, as an example, the only pool we can draw from are the unemployable unemployed recruits--down to 2 1/2 per cent of the work force--or the workers who are underplaced.

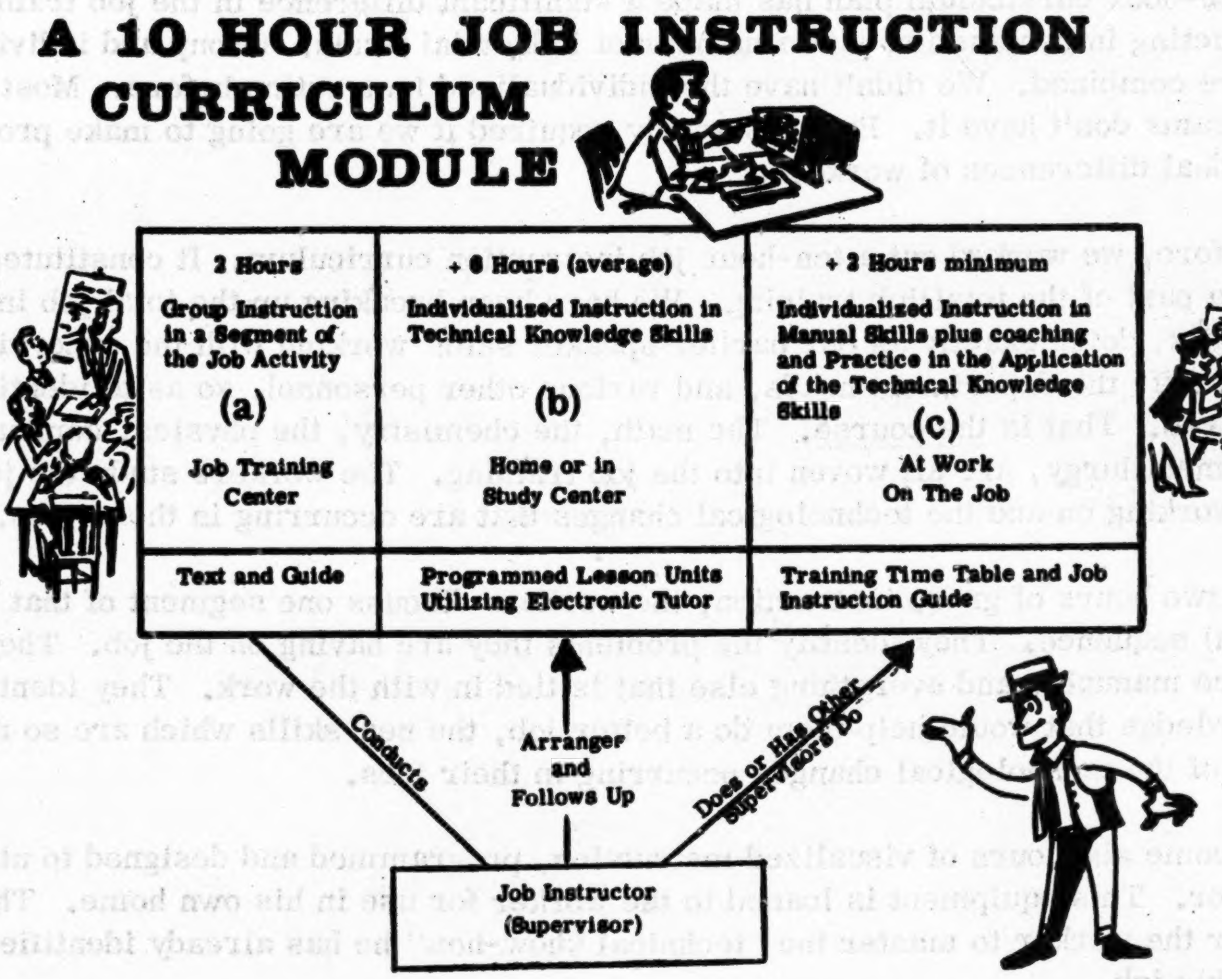
This type of program is necessary, to get the job progression line going, get it unclogged and get workers fed in at the bottom.

From reasons of seniority, those with intermediate skills must get the first opportunity for advancement. Any other program is not going to get the cooperation of the unions--and it shouldn't.

But as the intermediate skilled workers move up, the entry job workers must also move up, and the employable recruits have to move up also. In other words, the job progression scale must be moving at all times!

So we need a job training program that will act as a job trainee escalator--taking the "technical illiterate," and within his working lifetime--and under seniority conditions--making him a skilled maintenance man, or operator, or supervisor.

The newest thing that we have been able to work out is what we call a "Ten-Hour Job Instruction Curriculum Module."


A 10 HOUR JOB INSTRUCTION CURRICULUM MODULE
Conducts
Arranger and Follows Up
Does or Has Other Supervisors Do
Job Instructor (Supervisor)

2 Hours	+ 6 Hours (average)	+ 2 Hours minimum
Group Instruction in a Segment of the Job Activity	Individualized Instruction in Technical Knowledge Skills	Individualized Instruction in Manual Skills plus coaching and Practice in the Application of the Technical Knowledge Skills
(a)	(b)	(c)
Job Training Center	Home or in Study Center	At Work On The Job
Text and Guide	Programmed Lesson Units Utilizing Electronic Tutor	Training Time Table and Job Instruction Guide

PHOTO 3

Job training has always been handled by supervisors. It should be handled that way in the future. The coaching of workers in the jobs has also been handled in great degree by senior employees; and that will continue. However, the success of training in the future will be determined to a large extent by the skill of the instructors so their training, too, has to be provided for.

The major problem in the training of the older workers, lies in the individualized instruction area. A speaker this morning indicated how heterogeneous the group of older workers is. Everything you can think of in education and individual differences is here in a broad spectrum: age, experience, seniority, aptitudes for technical training, basic education, and so on. And you can't select your trainees. The senior employee must have the first opportunity, or simultaneous opportunity, if we are going to do the job successfully.

The ten-hour curriculum plan has made a significant difference in the job training we are now conducting in conjunction with a number of industrial firms. Group and individualized instruction are combined. We didn't have the individualized instruction before. Most on-job-training programs don't have it. But it is sorely required if we are going to make provision for the individual differences of workers.

Therefore, we worked out a ten-hour job instruction curriculum. It constitutes, of course, only a part of the total job training. We have been breaking up the total job into 120 curriculum units, doing exactly as our earlier speaker said: working with the supervisors, the technical staff, the department heads, and various other personnel, so as to identify the job training required. That is the course. The math, the chemistry, the physics, combustion, principles of metallurgy, are all woven into the job training. The workers study the jobs they are actually working on and the technological changes that are occurring in those jobs.

In the two hours of group instruction, the workers discuss one segment of that job activity, in logical sequence. They identify the problems they are having on the job. They utilize prints, service manuals, and everything else that is tied in with the work. They identify the technical knowledge that would help them do a better job, the new skills which are so necessary because of the technological changes occurring in their jobs.

Then come six-hours of visualized instruction, programmed and designed to utilize the electronic tutor. This equipment is loaned to the worker for use in his own home. This makes it possible for the worker to master the "technical know-how" he has already identified as necessary in his job.

The visualized instruction program is tied to two hours of on-the-job coaching. In this way, the worker gains proficiency in the application of his newly acquired technical knowledge. Acquisition of knowledge is not enough in job training. Application is the key.

Thus with ten hours of individualized and group instruction--at a minimum--it is possible for a person who is working full time to take a major step--voluntarily and largely on his own time--upgrading his job skills.

To accomplish this objective, you have to develop a text for the instructor who is the supervisor of these workers; you have to program lesson units for the electronic tutor; and you have to devise a training time table and job instruction guide for the on-the-job trainee and coach.

This ten-hour job instruction curriculum module is probably the most promising single advance in our ten years of developing job training programs. And there are tremendous possibilities that haven't been tapped yet. When you take group instruction and individualized instruction and tie them very specifically to the needs of the job and what the worker wants and needs, you have a combination that is going to make a tremendous difference in our whole approach to job training.

We are making progress--progress that would not have been possible if it weren't for people like Mr. Crum and others.

I was asked to make recommendations, and here is what I recommend.

In respect to industrial training, we must provide for all workers, from the youngest to the oldest. We propose a new On-the-Job Training program that consists of four basic parts.

Number one, the development of a job-oriented, job-directed, and job-applied course--a curriculum such as the one we are talking about: group and individualized instruction; utilization of teaching aids and learning aids that are appropriate to the job.

Number two, provision of training for our job instructors, job coaches and the administrators of the training program. We can no longer operate on a hit or miss basis.

Number three, designation of job training centers equipped with proper training and learning aids. The idea of just looking for a room that might be available in a local high school at a time when it is available just doesn't fit the picture any more--or looking for an instructor who might generally qualify, and so on. The job is too big, too complex and too important for that kind of loose operation.

Number four, simultaneous undertaking of all three parts of the program. Otherwise we will have difficulty in making the job progression work as it has to work if we are to have the highly technically skilled supervisory, operating and maintenance personnel we need to operate our modern industry. Is the need real? All you have to do is look at the newspaper ads.

Can a program of this kind work? Can we make technicians out of older people? We have had just a little experience, because it does take time, money, effort and the cooperation of a great many people--the government, the unions, management and educators.

But at Human Engineering Institute, a man 67 years of age finished a training program with us. For four years on his own time, and through his own sweat, literally, he took courses in electrical maintenance, mechanical maintenance and basic metallurgy. Today, in the field of electrical maintenance, he can hold his own with any younger worker.

Now in conclusion, I would like to indicate strongly that we are going to have to make better use of technology to help us in job training. The electronic tutor is an example--automation itself, talking.

We should remember that people can utilize technology to gain rather than lose.

Thank you.

MR. WILLIAMS: Stay right there, so you can answer questions.

MR. WOODS: I am beginning to feel a little bit like Don Quixote. There is a line in the story -- I don't recall just the incident -- but it runs something like this: "Having vanquished the foe, he mounted his horse and rode off in all directions."

I am beginning to feel that this is what is happening to us here.

Dr. Kopas has stated that the present OJT approach is all wrong --

DR. KOPAS: No; inadequate. That is a better way of saying it.

MR. WOODS: And that the proposal that he has made here is what is necessary if we are to lick this problem of retraining the older worker.

I would like to come back to this definition. It certainly is not clear in my mind right now -- and I am working with this every day -- as to just what the people here mean when they say, "On-the-Job" and "institutional."

I gather from what Dr. Kopas and Mr. Riley said this morning, they mean the retraining takes place while a person is working, but not necessarily on the job.

Now, to me, On-the-Job Training means that a portion of your six, seven, or eight-hour workday is set aside for specific training. But from what Mr. Riley said this morning, and from what Dr. Kopas has alluded to here, a lot of this upgrading training for the older worker takes place in the evening, voluntarily; it is not part of his workday, and for the most part it takes place in an institution.

Frankly, at this point, I am thoroughly confused.

DR. KOPAS: Let me clarify this a little bit. I will tell you where part of our confusion occurs.

We have always pretty much in past job training concentrated on manual skills. That could be done best right on the job, doing what the job requires, and being shown how to do it, using job breakdowns, and so on.

Now, for some reason or another, the idea in the past was that you could cut the job training in two parts, the head work would be done in one part and the manual part in the other. That doesn't fit the modern job training picture.

First of all, institutional training has been pretty much course-oriented, academically oriented. Sure it has been adjusted and tinkered with. But I am not speaking about an adjusted academic program. I am talking about a new phase of job training--training while the person is employed, a job-oriented program. So he learns technical theory in the evening that helps him do his job better the next day. You can't do that part of the training on-the-job. It is simply not practical. There may be a great deal of noise in the plant. Concentration is required. Mastery of head skills just can't be done on the job.

But it still is job training. It is not just related training. It is a very integral part of his job. That is new and modern job training in my estimation. Does that clarify it to some extent?

MR. WOODS: I am afraid not.

DR. KOPAS: Ask some more questions.

MR. WILLIAMS: Well, before you get into this, I am just terribly afraid that what we are getting into is what might be a very legitimate discussion at some other time, as to the relative merits of training a person while he is employed against training a person while he is unemployed and doesn't have any immediate job opening, and also the relative merits of training him in a classroom versus the relative merits of training him while he is actually fiddling with a machine.

Are there any further questions, however, of Dr. Kopas on his presentation -- things you didn't understand or would like him to amplify a bit, or anything like that?

MISS HAMER: This ten-hour thing--how long does that go on? I mean I see that part of this is his actual working time, but I am not sure. Is there a time limit to this? Or is this something that goes on every day of the week?

DR. KOPAS: We are operating a four-year program, a 1,200-hour course, 30 weeks each year. But it can be worked up in any combination of ways, because it is very flexible.

MR. WILLIAMS: Dr. Kopas, I want to thank you on behalf of everybody here for a very penetrating and very stimulating presentation. I think we are all greatly in your debt.

And now we want to turn to another very important and very fascinating subject which is going to be presented by Dr. Carl Eisdorfer, who is Associate Professor of Medical Psychology at Duke University and a lecturer in the psychology department. He is Director of Training and Research Coordinator of the Duke University Center for the Study of Aging and Human Development.

He is going to present "A Tentative Theory on the Psycho-Physiologic Aspects of Adult Learning."

Dr. Eisdorfer.

DR. EISDORFER: Only in recent years have we begun to systematically and dispassionately examine learning in the aged.

Aged persons in fact do not learn as well as do the young. Explanations for this finding are as widespread as are the constructs used to explain the basis for aging itself. In this regard it has been suggested that cell drop-out may be implicated in the aging process and that a loss in the population of functional nerve cells may be the basis for diminished CNS functioning. Cumming and Henry, at the University of Chicago, offer the hypothesis that a disengagement process is associated with advancing age and that the older person is gradually withdrawing from his environment and, in consequence, is not sufficiently motivated to participate in many situations, thereby causing an apparent decline in function. Other researchers have suggested that there is an overload in the system based upon prior utilization of storage capacity.

Inglis, among others, has implicated the short-term memory storage bank as a responsible variable for learning deficit. According to Underwood, interfering associations may be intimately involved with the deficit in recall. Since the aged have far more associations than the young, inhibition in the form of interference from old associations might be expected to produce greater difficulties in recall in the aged. It has long been recognized that perceptual deficits are greater in the aged than in the young. This factor, too, relates to learning insofar as it might be expected to result in faulty registration of stimulus material by older individuals and subsequent impaired retention.

The theoretical model which I would like to discuss here involves yet another approach to the problem. It is based upon a number of studies of verbal learning in the adult male in the middle and later years of life, which have been performed in the laboratories at Duke University. Like all hypothetical models, it is a set of ideas which fit the facts obtained from our experiments and are useful as guidelines for further investigative work. Although still a tentative theory, it does have implications for adult learning and, more particularly, for the older individual in the retraining situation. I have been asked to share these speculations with you to give you a view of how we developed these notions and to make suggestions for practical applications wherever it seems possible.

In earlier studies of perception in older persons we had found essentially what others before us had discovered, namely, that, when a given sensory input--a light or a sound--reached the appropriate sense organ of an old or a young person, the older person behaved as if the stimulus were less intense, that is to say, it was weaker for the older person. Thus the aged individual needs more light to see, a louder noise to hear, and so on. It should have followed that the effects of the stimulation would fade more rapidly in the aged individual and yet we found the opposite to be the case. Following stimulation, the older person needed more time before he was prepared to receive new information. It was this background that led us to study the effect of timing on learning in the aged. In a number of studies we have compared young males, aged 20 to 49 years (mean 37.3 years), to aged men, 60 to 80 years (mean age 66.5 years), on their ability to learn a list of 8 words. All subjects had been given a part of the Wechsler Adult Intelligence Scale (Vocabulary Sub-test) and those with extremes of ability (high or low) were excluded from these studies. Material to be mastered was lists composed of eight 5-letter disyllabic words. Each of the words was highly familiar, as rated by several word counts, and each had a high association value to other sources. The words were pupil, river, today, jewel, metal, honey, woman, and dozen. The words were randomly assigned to form a different list for each individual and presented to him by means of a slide projector. The letters measured 2.2 inches in height at 6 feet from the seated subject, and were easily read by all; timing was controlled electronically. Subjects were shown the words one at a time and encouraged to respond, including guessing if necessary, by predicting the next word to appear. After the exposure of a list of words was completed there was a 40-second rest period and then the asterisk signalling the first word appeared. In summary, then, the men had to learn the order in which the list of familiar words was arranged. They were given a maximum of 15 trials to complete this task.

In our first study, the words were flashed on a screen for 4 seconds for one group of men, 6 seconds for another group, and 10 seconds for a third group. The same conditions were used for old and young, thus giving us a total of 6 sub-groups.

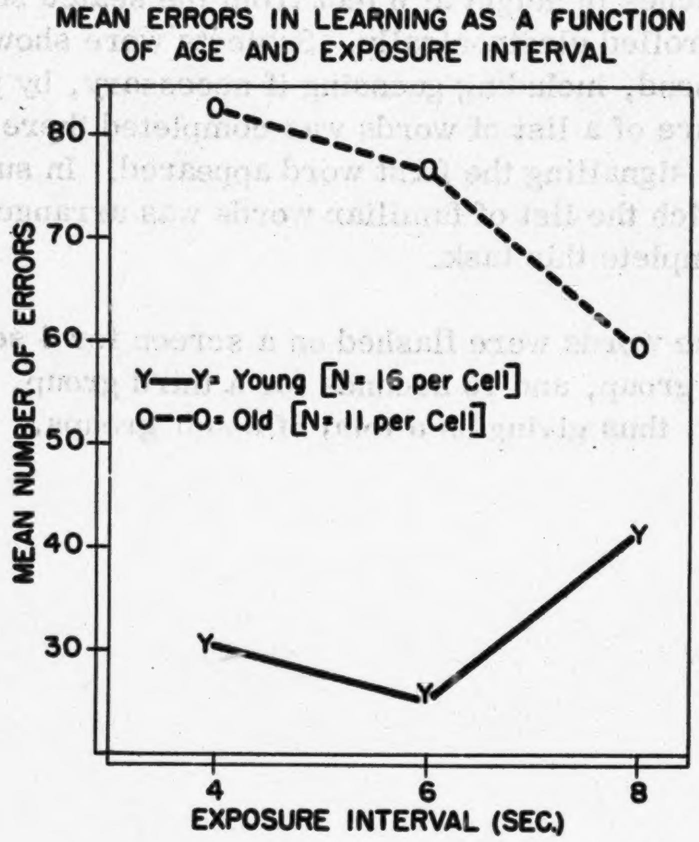

MEAN ERRORS IN LEARNING AS A FUNCTION OF AGE AND EXPOSURE INTERVAL

CHART I

Chart I shows that for the time dimensions used in this study, the old profited much more from the longer exposures than did the young. Statistical analysis showed a significant reduction in errors on the part of our older men as exposure time was advanced from 4 to 8 seconds; this was not true for the young who showed no improvement with more time beyond 4 seconds. In a subsequent study of 10, 12, and 14 seconds of exposure of the words, the older group continued to improve through the 10 second period, but not beyond.

To explain these results, we examined the types of errors made more closely. It is possible to make two kinds of errors -- like sin, they may be classified as errors of commission and omission -- one can do the wrong thing or do nothing at all.

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ERRORS OF OMISSION AND COMMISSION IN RELATION TO AGE AND EXPOSURE INTERVALS

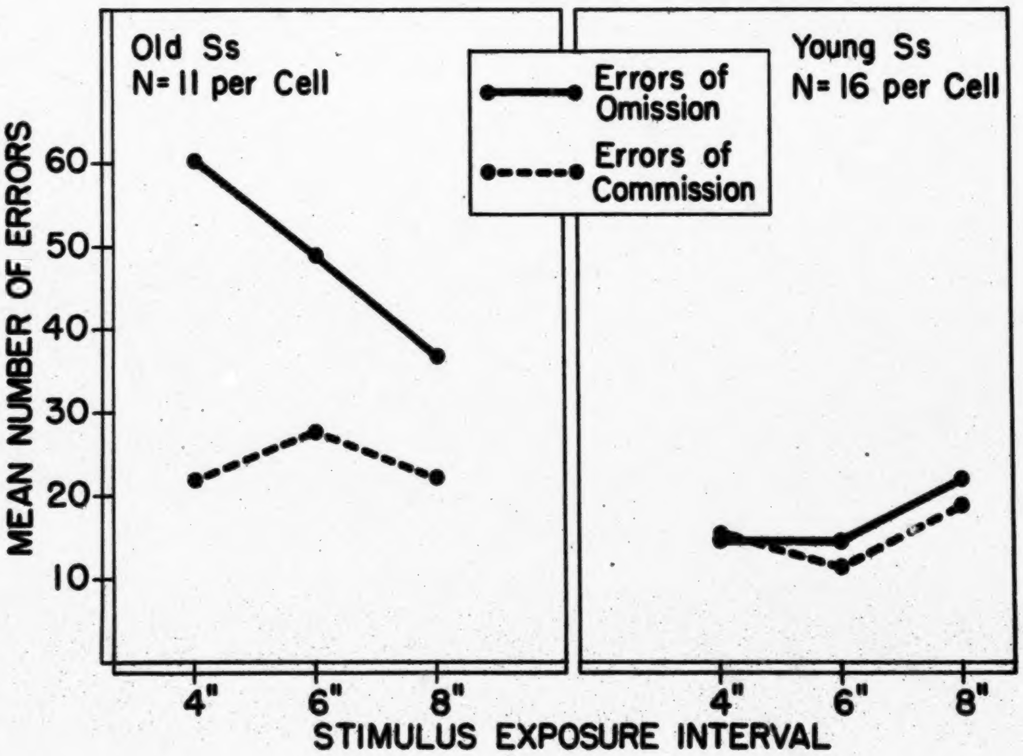

CHART II

Chart II shows the errors analyzed into the sub-divisions of omission and commission. While the number of omission and commission errors is virtually the same across time for the younger groups, this is not the case for our older men. Commission errors do not seem to vary with increasing time, but omission errors of old subjects do decrease significantly. As a matter of fact, it is almost as if the improvement found in the older subjects with increasing time was primarily a function of the reduction in errors of omission. To put this differently, the improvement found in older men with increasing time is related to an increased response rate on the part of these subjects as the pace of learning slows down.

In other experiments, we eliminated the possibility that the improvement with time was based merely on the added opportunity to view the words the subject was to learn. We then examined the theory that the older person might be learning under relatively rapid conditions, but be unable to produce his response in time to avoid interference from the next word in the sequence.

To give you a simple analogy, let us take the not unfamiliar situation at a cocktail party where a chatty friend or, more typically, his wife corners me, rattles on and on, tossing out one question after another, never allowing me enough time to answer. After several minutes with this special kind of individual, I usually find the excuse to freshen my drink. I have always suspected, however, that, later that night, at home, she comments to her husband, "That guy is really pretty stupid--I asked him loads of questions and he never gave me one answer." This ancedote also illustrates one other aspect of a theoretical point of some significance to the scientist studying learning, that is, the distinction between learning and performance. We have all had the experience of a "bad day," during which we are unable to recall well-known facts or forget to do something important. Many of us may recall our school days during which we studied and mastered the material prior to the examination, then the next day, because of anxiety, indigestion, or that frightening look on a teacher's face, we were unable to answer even the simplest questions. Immediately after the exam, when the tension was over, the answers became readily available. We may have learned, but we were unable to perform.

I would like to suggest, on the basis of our experimental work, that the learning deficit seen in older persons is, to a large extent, not a true deficit of learning but rather one of performance. To support this point I would like to discuss with you one other experiment, without going into too much detail. In this study, we examined the hypothesis that older subjects did not have enough time to produce their response following the exposure of a stimulus word. For this purpose the words to be learned were on the screen for 4 seconds, but an additional 7 seconds were allotted before the next word arrived. Our aged men did as well as they had done under the 10 second exposure condition described earlier and their total responsivity was also at that same high level. This study, however, included a monitoring system so that we could time the responses. The mean response time of our older subjects was approximately 5 seconds before learning the correct position of the word and 3.51 seconds following correct positioning of a word. This demonstrates that the older subjects are capable of responding within the time period available during the most rapidly paced situation.

It is also clear that, when the pace of learning is most rapid, the older person does not respond. We were correct, then, in attributing poorer learning under moderately rapid pacing to a tendency on the part of older men to withhold responses, but were wrong in assuming that he was unable to respond.

Now we are in a position to discuss the physiologic aspect of this psycho-physiologic story. On the basis of a fairly large number of studies at Duke and elsewhere it has been demonstrated that the free fatty acid component of the plasma (blood plasma, that is) is remarkably sensitive to the emotional arousal of the individual. Since fat is released into the blood stream in this form by adrenalin and nor-adrenalin, the hormones most intimately related to stress, free fatty acid is an excellent index of such stress. Through the use of a special needle with a flexible shaft, placed in a vein under local anesthesia, it is possible to take sequential samples of blood from a subject before, during and after the learning situation, and to examine the blood for its FFA content. We did exactly that. In the first of these studies we used 48 men from the Duke University hospitals, 24 young who had a mean age of 38 and 24 old with a mean age of 71.4. The learning task for these subjects was the same as that described earlier but 30 minutes before learning the needle was introduced into a forearm vein under local anesthesia, with the arm hidden from the subject's view behind a screen. Disc electrodes (2) were pasted onto his chest for simultaneous electro-cardiography and a rubber tube buckled around his abdomen to study respiration. At 30, 15, and 0 minutes before learning, during the 5th, 10th, and 15th learning trial, and at 15-minute intervals for the hour following learning, blood samples were drawn. I should emphasize that this was a completely painless procedure.

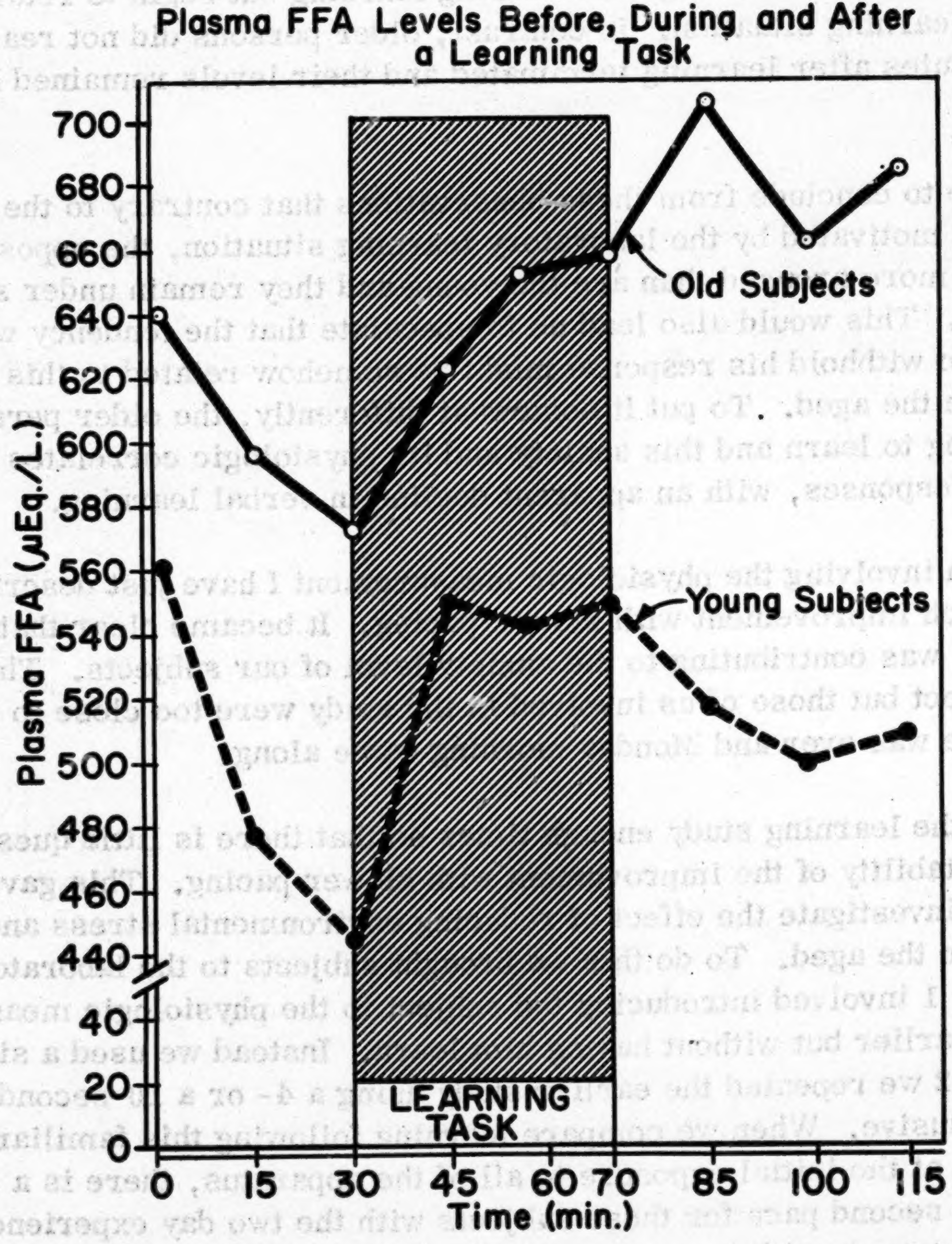
Plasma FFA Levels Before, During and After a Learning Task
Plasma FFA (μEq./L.)
700
680
660
640
620
600
580
560
540
520
500
480
460
440
40
20
0
Old Subjects
Young Subjects
LEARNING TASK
0
15
30
45
60
70
85
100
115
Time (min.)

CHART III

Chart III shows what happens to the level of free fatty acid in the blood. As you can see there is a marked difference in the level and pattern of FFA during and following the learning. Both old and young subjects show a decline during the 30-minute resting period before learning begins and both show an immediate response to the learning situation. Young subjects show a more accelerated rise and appear to show peak levels by the end of the 5th learning trial. The levels remain heightened during learning but begin to return to normal with the close of the learning situation. In contrast, older persons did not reach their peak elevation until 15 minutes after learning terminated and their levels remained high throughout the resting period.

We would have to conclude from these observations that contrary to the notion that older persons are not motivated by the laboratory learning situation, the opposite is in fact true. Older men are more aroused than are the young and they remain under stress for a longer period of time. This would also lead us to speculate that the tendency we observed for the older person to withhold his response might be somehow related to this heightened level of stress seen in the aged. To put it somewhat differently, the older person is made more anxious by having to learn and this anxiety and its physiologic correlates result in a tendency to withhold responses, with an apparent decline in verbal learning.

In the situation involving the physiologic measurement I have just described we noted that there was not much improvement with slower pacing. It became clear that the experimental situation itself was contributing to the anxiety level of our subjects. This might seem reasonable in retrospect but those of us involved in the study were too close to the situation to see this until the game was over and Monday morning came along.

We have done the learning study enough times so that there is little question in our mind concerning the stability of the improvement with slower pacing. This gave us an excellent opportunity to investigate the effect of reducing environmental stress and its consequences for learning in the aged. To do this we brought subjects to the laboratory on two successive days. Day 1 involved introducing the subject to the physiologic measuring devices exactly as described earlier but without having him learn. Instead we used a simple attention-holding task. On Day 2 we repeated the earlier study using a 4- or a 10-second pace. The results are quite conclusive. When we compare learning following this familiarization with the results of learning at the initial exposure to all of the apparatus, there is a significant improvement at the 10 second pace for those subjects with the two day experience. Remember the first day had nothing to do with learning -- it was merely a chance to gain firsthand acquaintance with the laboratory set-up. On a theoretical level, then, we demonstrated that situational variables interact with other sources of anxiety in the aged to produce an effect on learning and performance. Remember, too, that under the conditions of rapid pacing, no needle, adaptation to the needle and other equipment, or no adaptation to the physiologic measurement -- all resulted in the same level of poor performance with associated withholding of response.

Thus anxiety is generated not only by the conditions associated with learning but by the learning task itself. You may recall that our physiologic measurement showed heightened stress response by the aged and that this response tended to persist well after learning. It is almost as if the thermostat for stress in the elderly was impaired with a result that the aged individual takes longer to return to his resting level. This persistent heightened arousal could well make learning more difficult for the aging individual, causing a vicious spiral of increased stress and increased relative task complexity.

One other issue should be mentioned, that is the distinction between cognitive and stimulus-response units in learning. To simplify it, the Stimulus-Response (S-R) model is one which involves a series of steps based upon a cue and its associated response. In the situation we have described it would be as if Word 1 were the trigger for Word 2, Word 2 for Word 3, and so on. A cognitive model involves a more insightful approach and returning again to our situation, one could learn that a given word is first or last and so on without requiring any knowledge concerning the word before or after it -- that is, a form of what we would describe as getting the idea or the "Ah ha!" phenomenon.

In some work situations the S-R approach is not only reasonable but efficient -- in others, a cognitive orientation may be more desirable. It should be indicated, however, that some theorists have suggested that older persons learn by an exclusively S-R approach. With this background I would like to offer the following set of hypotheses concerning learning in the aged.

1. The aged in the learning situation is considerably more anxious than are the young.

2. States of heightened anxiety in the aged are associated with a tendency to withhold responses.

3. Physiologic arousal and anxiety are somewhat diminished by slowing the pace of learning. As arousal diminishes older persons produce more correct responses because of a reduction in response inhibition.

4. Under more slowly paced conditions older persons seem to be capable of utilizing a cognitive style of learning.

5. As the pace of learning increases with its accompanying heightened stress older persons tend to shift from a cognitive to an S-R style of learning.

6. This shift to a primarily S-R approach to learning is complicated by a tendency on the part of the aged to inhibit responses with increased anxiety.

7. Anxiety and response inhibition in the aged parallels a less efficient autonomic nervous system feedback process in the elderly. Thus older persons tend to be more susceptible to the physiologic effects of anxiety-producing stimuli and these effects last longer.

8. Under conditions of maximal arousal, older people may in fact disengage, that is, become uninvolved in the laboratory task. This will be modified by the ability of the older

person as reflected in his CNS status, his adaptation to the learning situation including previous experience in similar situations.

Let us speculate now on some practical implications. It would be preferable to have older workers perform at untimed, unpaced tasks than under heightened time pressure. Tasks requiring greater cognitive skills should include greater opportunity to respond following the introduction of each of the elements of the task. Rapidly-timed tasks should require simpler, more stereotyped responses. Retraining programs should be a routine aspect of work in order to minimize the stress of the learning situation for the older worker. It also follows from what we have said that anxiety on the job site should be minimized. The older person in the new situation is already burdened by a high level of stress and situational factors would probably only increase his discomfort.

Re-training programs might well include the use of self-controlled learning devices on the order of the teaching machine, for greater efficiency. This would also capitalize on the tendency of the aged individual to move to a stimulus-response style although we might expect some initial arousal upon his introduction to such equipment.

My final, and perhaps most important suggestion is that we all assume the responsibility for further inquiry into this problem. The aged citizen represents a highly significant asset to our economy, by a deeper understanding of the fundamentals of the aging process we should materially affect not only the happiness of this segment of our population but the nation as a whole.

(Applause.)

MR. WILLIAMS: Thank you very much, Dr. Eisdorfer. You didn't have to apologize. That was a very fascinating, stimulating, perceptive, and practical presentation.

Have we got some questions? We will just take a few and take a break for coffee, and then get back to work.

Yes, sir.

MR. LUER: Why must the top executive of a corporation be 60 to 80 years old but he demands people 21 years old with a degree and ten years of experience to do the work?

MR. WILLIAMS: That is because he doesn't suffer from as much anxiety as that 21-year-old.

I am sorry, Dr. Eisdorfer.

DR. EISDORFER: That is as good an answer as any.

I think there are several factors. To begin with, when we talk about the top level executive, we are describing a person who has had what I would call constant retraining. Typically, jobs that require a high level of cognitive skills require that you keep relearning.

I think the point that Dr. Kopas mentioned -- the middle-level individuals -- these are the people caught in technologic shifts. The executive doesn't worry about technology because he has to worry about administration. He wants somebody sitting on top of technology, so he looks for the younger man who has been trained in the newer technology and who, for five or six years, is sitting on top of the field. Then the younger man gets replaced because technology moves faster than retraining in some ways.

MR. LUER: Does your experiment show that the older one retains these things longer? That the younger ones have a tendency to discard things they don't think are important?

DR. EISDORFER: I don't think we really showed that, partly because we never looked at that. I think what we have to say is that the older person is more reluctant to make a response out loud -- and again this is not just a verbal response, because we have employed psycho-motor tasks, and the results are quite similar. The older man can press the button, maybe a little more slowly than the younger one but not much more, but as soon as we force him to make a decision about which button to press, his reaction time will slow up. So the older person, unless he has done a lot of decision making, tends to be more inhibited about making a public decision. We talk about the cautiousness of the older worker.

The younger person may go off half-cocked, but at least he goes, and sometimes, having gone, we can use that to educate him.

MR. WILLIAMS: Dr. Belbin, did you have any comment?

DR. BELBIN: I enjoyed the paper and was going to ask a factual question. You had eight words and presented these in various orders, and they had to put them in the right order?

DR. EISDORFER: No, it was a serial rote learning situation, so for a given subject they were always in the same order. And he would have 15 chances to learn the order, his particular order. No two subjects had the same order, of course.

DR. BELBIN: Fifteen chances to learn it. What time did you have between the presentations?

DR. EISDORFER: The study I showed you had four or six or eight, and we went on to 10 or 12 or 14 seconds of exposure, and there was an additional second in which the slides dropped over. The subject could respond at any time he saw a word, so he had in effect 5, 7, 9, 11, 13, or 15 seconds, depending on the particular condition. And they improved from 5 to 11 seconds but not beyond.

DR. BELBIN: I see.

MR. WILLIAMS: Dr. Carstenson.

DR. BLUE CARSTENSON (Director, Project Green Thumb, National Farmers Union, Washington, D.C.): Did the post-anxiety level for the older learner show any indications of how that might be useful in training and education? In other words, is there anything about that post-anxiety which would be conducive to further learning?

DR. EISDORFER: That is a very interesting comment. In some of our newer work, which is as yet unpublished, some interesting things have emerged. With shorter exposure periods, physiologic response returned to normal rapidly after learning, but subjects who learned under the longer intervals tended to have an ascending curve for physiologic anxiety. This may not be conscious by the way. The subjects felt a little upset but did not report a lot of anxiety. Their bodies did, but they didn't. This is a separate issue.

Subjects who had to learn under fairly rapid conditions seemed to return to a normal level more rapidly following the end of learning. And this is why we amended our notion so we now propose that when the stress gets very severe the older subject leaves the field psychologically.

Again, to make it a little more dramatic, I believe that at the fast paces the older subjects somehow stopped being involved, and so for them, once the stimulation was over, they cut out. There are some other theoretical explanations about this, one's feeling about work and the feeling about completion versus non-completion of a task. But it seems clear our older people in a fast situation didn't care about what they had done. It is analogous to the situation, I am afraid, of where some maintain that book learning is irrelevant, so they cut it out. I don't think they cut it out because it is irrelevant. They screen it and reject it because it is frightening, but defensively maintain it is irrelevant.

DR. KOPAS: There are a couple of things with respect to the group sessions that we came upon just empirically. One, that we were much more successful with the discussion technique and participation than with lecture and response testing.

The other, that instead of having the worker-students sit down in one big group -- we kept the groups down to 15, incidentally -- we had four tables and the tables were separate, so a person who was a slower responder than another was more or less limited to that smaller area. That seemed to produce better attendance, more participation, and better results.

MISS HAMER: This is group dynamics, isn't it? I want to get something clear. We are talking here about how to better train the older person. But there isn't any question, is there, that older people can learn? Isn't this the basis of adult education and hasn't it been proved over the years? Or is this still not a generally accepted notion?

MR. WILLIAMS: Our question is: Does vocational training pay and are special techniques needed? And I think probably this presentation is directed towards the kind of special techniques which would be needed.

Well, I got a lot of things from your presentation, Dr. Eisdorfer, but one thing I got was a title for a new protest movement and I can see the picket sign now, "Free Fatty Acids."

We are going to break for coffee and you only have 15 minutes. We will start again precisely at 3:15.

(Whereupon, a short recess was taken.)

MR. WILLIAMS: I think we will call the meeting to order and begin on the last segment of our session here today.

I am acutely aware of the fact that one of the tasks that Bill Jacoby has between now and 5:15 is to put together some very specific conclusions, findings as to what is going on, and some gaps, highlights and gaps, and come up with some recommendations.

So I think we are going to have to focus pretty specifically on our task, which is defined as finding out: Does it pay to train adults for vocational training, and are special techniques needed?

But before we can do that, it seems to me that there are two areas in which there is experience which lends itself to answers in this particular subject which we really haven't had a good exposition of today, not because we haven't had good expositions, but it just hasn't been on the agenda.

I know it is going to be very, very difficult to fill you in in five minutes apiece on these, but at least it will give us some realization of the extent of the field.

I am going to ask Dwight Crum, who is our resource person, to tell us a bit about what the institutional training under the supervision of Departments of Education throughout the country can teach us about the benefits of vocational training for adults, and the techniques.

DR. CRUM: Thank you.

After hearing the presentations, I know you must feel like I do, rather overwhelmed, and I would like to respond in a number of different ways. I would address myself to the Manpower Development and Training Program as just one avenue, perhaps, of training the older person.

I really appreciate Mr. Williams' approach that this is not an either/or proposition, one program versus another. I will try very hard not to keep saying things to build up the institutional training program versus some other.

I think the approach, though it may sound trite, is "the best possible training program for the individual." That is one of those lofty statements and I hope you won't let me get completely away with it, but there is no single training program that meets everyone's needs in every type of job situation. The thing that Dr. Kopas was explaining, we have worked with him on because it was another approach to job training. And he quite modestly didn't go into a rather large-scale program that we have in the State of Minnesota with the taconite industry, along the lines that he presented to you. We are not arguing or debating or discussing whether this is institutional or OJT. We are presenting it as another approach to meet training needs.

I think if you have an interest in something, regardless of whatever association you represent or your own background, you should study the laws that you are interested in, especially the Congressional reports. I am not talking here about the administrative reports, although I think they are very useful, but the Congressional reports of the House and the Senate Committees thathold hearings on the various Acts. They give the intent of Congress. And if you wonder why a certain Act isn't serving certain people or doing different things, read these reports. You can get them from your Congressional delegation.

At the hearings last February, one of the very questions raised here was raised: Why is Manpower not serving older workers? We have information that the Department of Labor and HEW now have task forces to redirect the entire program, in view of the lower national unemployment rate. This would be a good opportunity to make your views known to administrators of that program. In the Department of Labor it is primarily Stanley Ruttenberg, and in our Department it is Dr. Howard Matthews who was to be here, who is the Director of Manpower Training and Dr. Walter Arnold who heads our Division of Vocational and Technical Training.

One thing about the Manpower Training programs conducted by the public and private schools -- and a number of the programs are in private agencies -- is that considerable basic education and job orientation activities are being provided for these trainees. In addition, there are special counseling activities. The cost figures that are cited are for the total cost, including allowances the individual receives, and of course the allowance benefits were greatly increased.

The individual goes to school, if you want to use that word, up to 40 hours a week. He is in full-time skill training, including basic education. He is unemployed -- practically every trainee under the institutional program has been an unemployed worker.

I have visited a number of sites and this is what I would advise everyone to do. I know you are busy people, but if you want to know about something, get involved in it.

Don't base your judgments, whether good or bad, just on what it says in the newspaper or in some administrative report. These are helpful. And I am not just talking about visiting training programs, although I think that is important. But you have to get involved. Get involved by knowing what is going on and trying to assist the people to develop a better program, and give support at least to that phase of it that you think is good.

The Manpower program works, very briefly, this way: It is the responsibility of the State Employment Service to identify the need for training, to recruit, counsel and select the persons and refer them to the training institution.

Then it is the responsibility of the Vocational Education people, State and local, to provide the training. After training is completed, the Employment Service is responsible for job placement.

I stress that because you get into the question of what are the selection criteria. In response to one of the things that is said, a lot of the institutional training classes are not filled. The referral rates are not 100 per cent. So some people either aren't being recruited or, for some reason or other, do not desire to enter training.

We could talk a lot about that in view of some of the reports given here.

I have worked very closely with the Bureau of Apprenticeship Training, and one thing that distressed us a little bit was that the early OJT trainees under Manpower were not receiving related vocational education. Less than five per cent were receiving training in either public or in private training institutions to go with their job training. So we are working with them to have more and more of what we call coupled projects, so that the individual who is learning in an employer establishment will receive basic education if he needs it, and other vocational and technical training to go along with that.

I have a number of points here but in the interest of time I will just mention a couple of the things that might be of interest to you.

In some areas such as St. Petersburg and Tampa, Florida and others we could cite, Manpower Training Centers have been established in the city. They may rent a garage or other vacant building and put a big sign out, so everybody knows there is something going on, both those who might have interest in training and those who would be interested in the product. In those occupations such as auto mechanics that normally require a uniform, a uniform is furnished with "MDT Trainee" and "MDT Instructor" on it. These kinds of things help with visibility in the community.

As far as special techniques are concerned, they are desperately needed in the area of basic education. Too much of the basic education is "Dick and Mary ran up the hill." An older worker is not interested in that. He needs basic education that is occupationally oriented. We have some developmental work going on in that, but not enough, and there are all kinds of opportunities in the field of techniques.

Having said that, I will close. There are a number of things I would like to talk to you about, and each of these people made me feel a speech coming on, but I will refrain from it if I may.

(Applause.)

MR. WILLIAMS: Thank you, Dr. Crum. I don't know when I have been in a meeting that is so provocative and it is frustrating not to be able to pursue some of these things.

However, a very provocative lady sitting down there -- and I mean that only in the best sense -- is going to give us a report on the Title V program under the Poverty Act. We have learned a good deal about the subject of our meeting today from training carried on under that Title, and I think we would be remiss if we didn't hear something about these experiences.

This is Miss Helen Hamer of the Bureau of Family Services, Department of Health, Education, and Welfare.

MISS HAMER: The reason I brought this to Mr. Williams' attention is that under the Economic Opportunity Act, Title V is the only Title dealing with the training of adults. Title V is otherwise called the Work Experience Program. If you were really describing it, it would be called the "work experience and training program" because we have a very heavy component of training. We are dealing with the bottom of the barrel, the hard core unemployed persons who either have never had a job in their lives, or who have had such sporadic employment that they don't begin to know what it means to have good work habits, or else they have lost their jobs and been unemployed a good deal. They are the most highly disadvantaged people in the country. These are the people on the public assistance rolls. We service people on public assistance or people who have a potential for going on public assistance.

In the first year of our program we funded up to handle 88,000 individuals as Title V participants. Let me tell you what a Title V participant gets in our program. I was interested to learn from Dr. Ulrich that we are following a system; we just call it a comprehensive program. Here is how we arrived at it.

We looked at the needs of our people. First of all, they are very inadequately educated. So adult basic education is a requirement. If a client needs it, he must get it, and we mostly get it from Title II-B of the Economic Opportunity Act. We work closely with the U. S. Education Office.

Our people don't have marketable skills, so we make it our business to see that they get marketable skills. We do this in several ways. One way is to put them in what we call constructive work experience. We get public agencies to take these people on to do supplementary work. Our people may never be hired if they are going to replace a regular worker. These are extra jobs an agency wants to have done. We supply the manpower; they supply good supervision. In these work situations, our people learn good work habits and sometimes they even learn new work skills. They are often hired by these agencies who see that these people do have something to offer when they are given a chance to do a job.

We can also give Title V participants vocational training. We look to MDTA as much as we can, but we haven't got as much from them as we probably will after we bring our people up to scratch on their basic education. A good many of our people don't have enough Basic Education to qualify for MDTA Training. So a part of our job is preparing people to go into MDTA training. We also use the vocational training of the public schools. We try to get this as much as we can on a gratis basis, and when we can't, we can pay for teacher time.

Another thing that our people lack is motivation to go to work. They have just lost all hope of ever becoming anything in this life, so they have to be motivated to realize that they are human beings and have the potential of human beings. Thus, we provide very heavy counseling services.

In addition, we have counseling for family problems, because sometimes, when these persons are educated and given a work skill, we then discover they have family problems that prevent their being employable. For instance, a man cannot manage his money; his wife cannot manage his money. He is always in debt; his salary is always being garnisheed. So we have to give the family what I call adult education. We have to give them training in money management for use of credit, how to shop, and so on. We also give the wife help in child care if she needs it and this kind of thing. We have very heavy social services. We are what we call a comprehensive program.

Title V is really a continuation of an on-going program in the Welfare Administration which just began getting started in 1962 under the 1962 Welfare Amendments to the Social Security Act. Before we really had a chance to see what was happening in that program, which is called the Community Work and Training Program, Title V came along. But this is all right, because Title V gave us a lot more money and is letting us do some things we couldn't do before.

I think you may be interested in some statistics about the ongoing Community Work and Training Program. Services in that program are not nearly so comprehensive as they are under Title V. Mostly individuals are placed in what I call work experience situations. Even at that, I saw a quarterly report the other day for the months of April, May and June showing that almost 5000 persons had left welfare as a result of having been in our Community Work and Training Program. I think this is pretty good. The whole Community Work and Training Program at this point has something like 21,000 families in it -- that is, an individual from each of these families. When you add up -- we usually count about four persons in a family -- you can see that many individuals are helped when you work on the head of a family.

Under Title V, we are just beginning to get returns, and we are being much tougher with this program. We are seeing that it has in it these other ingredients which I have described, these enriching ingredients. I thought you would be interested in hearing about this program because nobody else is doing this kind of thing for severely disadvantaged adults as far as I can see.

This is a program which calls on all the different kinds of training programs, Mr. Crum, that you talked about, in order to give an individual what he needs, and uses all the community resources.

So, if you people hear of a Title V project in your community, please cooperate with us. We need you. The contact is the director of the local public assistance agency.

(Applause.)

MR. WILLIAMS: I wonder if I might ask you a question, Miss Hamer.

What percentage of your people are over 50?

MISS HAMER: I am sorry, I don't have that statistic, but I will have it when we collect our statistics because we have a form called the "Termination Form" when the person leaves the program, usually to go into employment, and it has all this kind of information on it. We are also collecting what we call characteristics of the participant. So we are hoping one of these days to have this kind of information.

However, I can tell you that a good many of our people are in the 45-and-over group.

MR. WILLIAMS: It will be interesting when Mr. McKechnie brings his paper up to date to see if the same kind of bias against older persons exists in your program as in the MDTA and other programs.

DR. CRUM: May I make a quick comment? This program, to me, is one of the very important ones and has not really received the type of public information it should have, so I am very glad the presentation was made.

We keep talking about the "disadvantaged" -- I don't know if you like that word or not. But whatever the problem of this individual is, this is a program that is really zeroed in on it. And unfortunately, or whichever way you want to look at it, the statistics today on manpower training are pretty much in favor of the high school graduate. It is still not reaching this type of individual.

I want to give you one fact I meant to include. That is, that in a national study last year of dropouts from institutional training, conducted both by the Department of Labor and HEW, it was found that the older trainee did drop out, but when he dropped out it was primarily because he had been offered employment. This is rather interesting because, if you read the study, you will find out that people dropped out for a host of reasons, personal problems, disinterested in training, wanted something else, and so forth. But in the case of the older worker, he had a chance to work and of course he took it.

MR. WILLIAMS: Dr. Carstenson.

DR. CARSTENSON: We also have a program under OEO, the Office of Economic Opportunity, that has just been funded, for a total of $1.5 million. This is a grant to work specifically on older workers, with a priority on the 65-and-over group, but going down to 55, to employ older and retired low-income farmers to beautify the highways. We are just in the beginning stages of it and just have our money now.

MR. WILLIAMS: Thank you.

Now, we have some work to do and I want your cooperation in bringing out some significant findings.

I know there have been a great many significant things said today and we have all said to ourselves, as they were said, "Ah, that is significant." And now I want to bring them out. Who is going to be the first to make a case for posterity here?

MR. EMIL LISAK (Division of Vocational Education, State of New Jersey): Before coming to New Jersey I was in Ohio and I directed and supervised MDTA programs. I was quite fortunate because I was also involved in the GI training in Public Laws 346 and 16, and there is some similarity.

But the thing I want to bring out more than anything else is the economic advantages in this MDTA program. Because I look at it as an investment in society that eventually will pay dividends. I can strongly say, and be assured of it because of my experience in the Public Laws 16 and 346, that any money spent under MDTA will come back to the government in forms of income tax returns in a very, very short time.

MR. WILLIAMS: Let me interrupt you for a second and see if I can't make this point, because I know what the sliderule boys are doing today in the government at the Budget Bureau. They are figuring cost-benefit ratio. They are saying "We have a certain amount of money to put into training. Now, will we get more money back in terms of the income tax if we direct it toward the old?"

And some guy gets a slide-rule and says we will get $2.3 for every dollar invested in persons under 25 and only get $1.8 in dollars invested for persons over 50 -- those figures are out of a hat. What can we do about that?

MR. LISAK: I don't think it is a question of one program against another.

MR. WILLIAMS: Unfortunately, it is. This is what is happening in Washington today, so we have to give some guidance on this.

MR. LISAK: Can our group make a statement or make a strong recommendation?

MR. WILLIAMS: Let's hear it.

MR. LISAK: That no matter what kind of a program it is, if it is an investment in people, this is good, because investing in people is an investment in your government.

MR. WILLIAMS: I think this is a point.

DR. CARSTENSON: I will give you the answer to it, because we have had to wrestle with it up on the Hill, and we are having Senate hearings the next two days on it. The answer is very simple. While the government gets more return on its dollar invested for young people in the long haul, nevertheless the old people are part of society and are voters, which in Congress can and does overrule the Bureau of the Budget on this kind of issue.

MR. WILLIAMS: Let me offer you two propositions and see if you can agree with these as the consensus of what we have been talking about.

First of all, on the question of whether or not it pays, the comparison ought to be not the cost of training an older worker versus the cost of training a younger worker, but the cost of training an older worker versus the cost of not training an older worker.

Can we agree on that?

(Chorus of "yes.")

Let's get that in as a significant thing.

The second thing, it seems to me, that we should get out here is you can't apply the same kind of cost-benefit ratio to problems of human beings that you apply to the problems of most effective bombing techniques. Can we agree on that? Because that is what is happening in Washington today and it seems to me we have to make a statement to the effect -- I am a terrible chairman but let me throw this out as a question: Don't you think we have to make it clear that even if it didn't return more money than you spent, it would still be worthwhile because we are dealing with the welfare of human beings here?

Bill.

MR. JACOBY: I am wondering as to whether or not we can't put it down as a number of things: Why do we want to train these people? First of all, it is as you stated here, the

cost of training versus not training; to put them back in the employable, productive labor market.

The second one could be the moral responsibility within a community, not only to the individual wage earner, but to the wife and the children coming along who are equally affected, if not more greatly, than the individual wage earner that we are talking about. It is the children coming along, and grandchildren, too, because this is all an integrated family component.

Thirdly, there are, I am quite sure from my experience, a good many skills of a mature nature which can be utilized by industry and commerce. Simply because the person is older it does not mean that he is not just as competent. I am talking about these skilled trades, Mr. Piron knows only too well, that he is responsible for and that I have been responsible for over the years. A tool and die maker isn't worth much until he is about 40. You take a good many of your maintenance men -- about the same age. And I think some of the statistics here that Mr. Riley gave this morning are indicative of the fact that these people are now skilled and they are at this age, at the very point. Am I right, Mr. Piron?

MR. PIRON: Yes.

MR. JACOBY: No matter how much apprenticeship they have gone through, it just takes time in order to make a highly-skilled individual out of them.

MR. WILLIAMS: Well, no question. It seems to me that, since you are the recorder, you get that down.

DR. EISDORFER: I am going to switch hats. I spoke this morning as a psychologist and now I am going to speak as a physician.

One of the problems I think we see specifically in older people is the close relationship between psychological and physical problems as well as economic and social problems. The integration is a very, very close one.

Let me just report on something which may seem far afield, but I hope I will bring it back.

If a man enters a hospital at age 65 as a mentally ill patient he will probably have a life expectancy of about 18 months. We are recognizing that he will be provided with the appropriate physical care. In a number of institutions they have been attempting rehabilitation programs. Among the most successful ones are work rehabilitation programs, not merely physical therapy or occupational therapy where they knit mats or make cotton doilies, but in one hospital, for example, a male therapist had them putting up filing cabinets which were shipped knocked down. They were taking men who hadn't spoken in five years who were now speaking -- and I won't tell you the other benefits except that they doubled the life

expectancy -- there are three or four such hospitals and domicilliaries -- and these now maintain productive and happier people; not just alive, but happy.

The reason I raise this is it doesn't seem to matter whether you help these people physically or mentally, the result is longer life and happier people. We now have a Medicar bill. I am going to challenge the cost accounting system. If we are going to pay for the cos of hospitalization and medical care for these older people, I think one of the ways to save money is to make these people more productive and more adapted to the environment, not to make them wards of the state -- which is in effect what they are.

I don't know how we phrase this into a recommendation, except that if we have accepted the responsibility for the physical care of older people -- and we have, by law -- we now have to throw this into the cost accounting pot and recognize that, by retraining the older worker, by having him become a productive human being, I think we tend in the long run to save ourselves money in other areas where we might not otherwise look for it.

MR. WILLIAMS: That is a good significant finding and I think we should get it in there just like that.

How about the area of special techniques? I know we have had a great deal of discussion here about the various types of techniques that are needed for vocational training for older adults. What can we offer to the general conference on that?

MISS HAMER: Well, I think that vocational training in itself is not enough. I think it has to be within a comprehensive program because of the needs of older people. I think that they should be looked at in relationship to their needs as individuals and given whatever else they need, not just the skill training. They might need other things, like extensive counseling or something of that sort.

MR. WILLIAMS: Maybe this is an area where there are gaps. Maybe we should call for much more work in the field of learning about the kinds of techniques which will be more effective in the training of adults.

DR. EISDORFER: I second the motion.

MR. WILLIAMS: How about it, Dr. Kopas? I know you have some good ideas on the subject, but can we learn more?

DR. KOPAS: That is right.

DR. BELBIN: Can I say something now?

MR. WILLIAMS: Go ahead.

DR. BELBIN: This is about special techniques and methods.

One of the great differences between practice in the United States and the European countries is that in the United States you are a very large country indeed, and you are operating many of your programs on the basis of community projects, a term about which we hear practically nothing at all in Europe. And this means that there is a great deal of local work being carried out all over the States which is unrelated and uncoordinated. And I think that the effect of this is going to be that some community projects are going to work very much better than other community projects, to put forward a truism.

What we don't know is how well conducted some of these projects are going to be in their individual locations. And when we come to consider the relative advantages of carrying out independent community projects, designing them on the spot for particular jobs, against the merits of having training procedures and methods designed centrally by experts and then administered in the various localities, we see that we are examining the pros and cons of alternative systems.

Now, as you are dedicated to this sort of community-project approach in the United States and having a very decentralized system for the operation of these projects, I have no doubt you must be fully conversant with the advantages of carrying out this particular approach. But I think it would be well not to lose sight of the other approaches which are based on the development of professionalism at the central level and on the development of training methods and procedures of proved success.

One finds this sort of approach developed to a very marked extent, for example, in France, where the FPA programs are in fact all programs that have been developed by headquarters. They are applied uniformly throughout the FPA's 100 centers in France. And this means that some of the programs, in fact, look extremely refined and sophisticated, as you can imagine, because they are based on the most expert knowledge and intuition in this particular field.

Clearly French or European experience cannot be transferred to the United States. Here you have quite a different society with quite different problems. But I think there are enormous advantages to be gained by having a sort of library on training methods, some sort of central storing house, whereby it is possible for people to search for training systems, procedures and methods that might contribute to solving some of the problems that come to the fore in the teaching of older workers.

MR. WILLIAMS: I think that is a very useful comment.

MR. LISAK: We need a little more community action, to get more people involved. We need not only money, but time -- community leadership time.

Of course we don't all have people like Mr. Mott, the father of the Mott Foundation at Flint, Michigan. In Flint, if you need a million dollars, you go see Mr. Mott and if you have a good reason for it he writes you a check. But this is just one way to help a community. We have to get many more of these Motts in these communities to contribute not only money, but their leadership, and show that we do care about these people who are insignificant, who have been looked down upon, the poor, the colored, and the minorities. We must make a concerted effort to get these people involved, and make them feel that they are part of the community, and to make them feel that it is their responsibility to participate in community functions.

I think this is going to overcome this emotional and social barrier that this particular individual we are talking about mostly has had over many, many years.

MR. WILLIAMS: That is very, very significant.

Now, we have got time for one more observation. Who wants to have the last word?

Yes, sir. Would you identify yourself.

DR. JOHN B. KAISER (American Library Association): It seems to me we could well afford to put into the record of this meeting something that several of the speakers have emphasized, and then we have dropped the subject without discussing it much, namely the continuing need for the greater recognition of individual differences in developing training methods. Two or three speakers even this afternoon emphasized it but I believe it is worth putting into the record.

MR. WILLIAMS: Very well put, and we will get that into the significant findings.

MR. McKECHNIE: I would like to make one comment and that is the title of our panel, "Vocational Training for Adults -- Does It Pay? Are Special Techniques Needed?"

I think we can say as a panel it has paid and it will pay. I presented some statistics. There are more studies being done in the area of benefits and costs.

Are special techniques needed? I think Dr. Eisdorfer's paper at least indicates, on the theoretical experiments that he has performed, that we do need some special techniques, perhaps a slow-down in the rate of trying to feed the information to the older worker, and then the job for which we train the older worker be regulated at a much slower pace than for younger workers.

So I think we can say to the first, "Does it pay?" "Yes." And "Are special techniques needed," we can say "yes" again.

MR. WILLIAMS: This lady.

DR. LAWS: From the standpoint of special techniques needed, we should not fail to emphasize that we need to capitalize on individual differences. I don't believe we can conclude that we must have slower techniques for all adults. I think we have to remember there are concrete differences. It depends on the kind of adult group that we have, the individual we have. Particularly, though, we need to point out the fact that we do need special processes for adults and that instruction should be related to their life processes, not to the life processes of youth, but rather the kinds of roles that they are carrying in society, and the emerging roles which they may carry as they mature in the occupational world.

MR. WILLIAMS: Very well put.

Blue.

DR. CARSTENSON: I think one thing that might be helpful is a new source of funds to concentrate on the problems of technology, of new techniques, of training under Title I of the Higher Education Bill that was passed this past year, which is to assist universities to serve the community on community problems. In the hearings there was a great deal of discussion about the problems of older people, and in various States they are just getting under way on this program. They don't have the money yet in the States. But when this does come, there will be funding for special university assistance on various problems such as these.

Secondly, there will be a bill offered this year for secondary adult education, unlimited to job occupations. They will be by Senator Hartke. And you might keep an eye on that one.

MR. WILLIAMS: Dr. Eisdorfer.

DR. EISDORFER: I think the comment made by Dr. Laws was very appropriate. Training for what? Life has changed. Maybe we ought to re-emphasize that. We are now talking about the kinds of jobs that no longer require a lot of physical strength -- some do. But typically this is shifting. We are shifting the job pattern. What we haven't talked about, it seems to me, is the significance of maturity.

Just to give you an exaggerated example, it turns out now that the kind of job has shifted from where you expend a lot of energy picking up a pipe, and this didn't seem to matter, but now a minimal amount of energy is expended pressing a button that can wreck us all. You know, there are two men sitting under a bunker somewhere and if they expend very little energy the end result can be a monumental expenditure of energy.

(Laughter.)

MR. WILLIAMS: "Monumental" is hardly the word.

DR. EISDORFER: But in a small manner I think the picture Dr. Kopas showed us was very similar. A man presses a button and a number of drill presses can operate simultaneously. Thus, we are talking about judgment and it may be the older person rather than the young who has this judgment. I think we should go on record as saying we may be doing ourselves a favor by utilizing the older worker in view of such factors as maturity and judgment.

Perhaps another point to be made is that more and more vocational jobs are becoming professions.

One of the things that characterizes a professional or high-level management man is continuing training -- subscription to journals, attendance at meetings like this, and so forth We never talk about on-the-job or upgrading training because the top-level professional neve: quits. He is always retraining himself.

I would like to suggest that, as more and more vocational jobs begin to approach professional jobs, we need a constant training process, so the business of on-the-job training 50 years from now may be a historical question rather than an up-to-date one. We really have to make every major management and government agency aware of the fact that this just has to be a part of life.

MR. WILLIAMS: You have raised a lot of questions there. One thing that intrigues me: you talk about this guy pushing the button on the drill machine. The real new skill is not pushing that button. There is really no skill involved. The new skill is programming the machine so when you push the button it will do all these tasks.

You guys who are working on the learning abilities of older people have got to come up with a way of helping those people understand the new math.

MR. WILLIAMS: This is where the older person gets off the train when it comes to doing something which requires the new math or something of that kind -- wow.

(Laughter.)

MR. JACOBY: Dr. Eisdorfer, in reality you are subscribing to what Joe Kopas has been saying.

DR. EISDORFER: Oh, yes. I mentioned -- it was almost as if we had arrived at the same point from two different angles. We talked about individual teaching devices. And my work would support this entirely. I think this may be one of the best ways to have a man learn -- so he can make his mistakes in private. He knows he has made a mistake and doesn't have to expose himself. When he reaches a high level of training, then he can expose himself.

DR. KOPAS: May I say just one thing. I don't know if I have emphasized this enough. The best time to train the unemployed is while they are employed.

That is number one.

Number two, I am hoping --

MR. WILLIAMS: Let me interrupt you right there. That is pretty poor advice to a guy who is currently unemployed.

DR. KOPAS: I know it is. Now we come to the one who is currently unemployed. Now, that type of training, in my estimation, is more difficult.

I am saying if we could assure the employer that we can train his currently "employed unemployables" -- (because if you will look at the statistics, you will find that if 85 per cent of our present employees had to seek other employment, they probably wouldn't be hired. These are the unemployables who are employed on a shaky basis. Modern technology is passing them by.) -- then maybe we could convince the employer that we have a program that could take the unemployed unemployable and train him after he is on the job. Then we wouldn't have to worry about Ulrich's system of making resumes, getting counselling, etcetera. A great deal of that could come afterwards on the job. And in most cases, the placement problem would be a great deal easier within an organization because there are so many different kinds of job opportunities.

What I am trying to say is simply this: Let's, first of all, keep as many people employed as possible, especially adults.

Secondly, let's take adults who are not employed, put them on the job and then start working with them. I believe we could save ourselves a great deal of work if we followed this plan. Everyone wants to "belong" and to "contribute." And we have to make up for that lack when he is unemployed.

I would even recommend that we subsidize a man while he is working. But above all, let's get him on the job.

DR. LAWS: Are you saying he is more educable while he is employed?

DR. KOPAS: Yes, definitely.

DR LAWS. I think that is a conclusion we want.

MR. WILLIAMS: I think what you say is undeniably true. The only question I have raised is: How much can you apply it? You have an awful lot of people who are unemployed and you can't in a hundred years convince any employer to take them on until you can equip them with some kind of skill.

DR. KOPAS: Don't say "can't". Let's try some of the experiments. Let's try some of this money we are already spending on the symptoms. Let's use some of it on the cause.

MISS HAMER: We are doing that in our program, in effect. We are getting employers to take our people on and they are in a very rough condition. And while they are in work experience, we give them vocational training, give them education simultaneously. So in effect, we are doing what you are saying. But it would be too expensive for the whole country to do it the way we are doing it because we are paying assistance grants to these people to support their families.

DR. KOPAS: If they are on the job, the employer takes care of that.

MR. WILLIAMS: The employer is not paying it.

DR. KOPAS: Let's put it this way: The employer is paying some of the bills now and not getting his money's worth. Putting through this kind of on-the-job training program will take real work and experimentation. But let's get some community action on it. We'll save a lot on other kinds of training that are more expensive. In any case, the employer is going to pay a very large part of the bill -- whether through wages or through taxes.

MR. WILLIAMS: I think we can all agree, can't we, that we ought to give more emphasis to trying to put older persons in an employment situation on a job as an adjunct to the training process.

DR. KOPAS: That is it.

MR. WILLIAMS: How about the education people? Will you buy that?

MR. WOODS: Let me say that is a nice way around my objection. I have no objection.

(Laughter.)

MR. WILLIAMS: Okay; good.

Yes, sir.

MR. LUER: This question has been bothering me ever since Dr. Kopas gave his talk. He mentioned subsidizing the employee. I don't see how this could be worked unless you subsidize the industry, itself, to pay for this retraining.

MR. WILLIAMS: We do it now under MDTA. We subsidize the employer. We are paying him to train the employee and paying for the employee's upkeep.

Blue.

DR. CARSTENSON. We are just undertaking such a project for Iowa, subsidizing people for employment, and we have an agreement with the employer to train on the job. This is under Manpower.

MR. WILLIAMS: It has been a very, very fruitful day, very provocative, very interesting for me. I can't remember when I have been associated with a group that has been more lively, more stimulating, more helpful. Thank you very, very much.

(Whereupon, at 4:10 p.m., the meeting of Panel II was adjourned.)

Panel and Workshop VIII

AGE RESTRICTIONS IN HIRING -- SOME EFFORTS TO OVERCOME THEM

The panel was convened at 11:00 a.m., Tuesday, January 18, 1966, Mr. Jules Graveel, director of the NCOA-OMPER Mobility project, South Bend, Indiana, presiding.

MR. GRAVEEL: Good morning.

By way of introduction, my name is Jules Graveel, as you know. Mr. James Cuff O'Brien, if you want to make a correction on your programs, was unable to attend. I was called on 15 minutes ago to pinch hit.

I would like to introduce this morning Miss Irma Rittenhouse who will be the recorder for the session. She is Research Director for the OMPER-NCOA Older Worker Reemployment Project.

I hope our distinguished panel will bear with me -- I don't have all their bios as a result of this substitution.

Our first speaker this morning, the number one slot, will be Mrs. Caryl Holiber. She is with the Branch of Skill and Industry Surveys, United States Employment Service, United States Department of Labor. She will discuss "The Dimensions of the Problem."

Mrs. Holiber.

MRS. HOLIBER: Thank you, Mr. Graveel.

I am sure that we are all quite familiar with what the parameters of the problem of the older worker in the job market are. We all know, I think, that the problem in the job market is not so much incidence of unemployment but re-employment once he has become unemployed.

The latest data just reinforces what we know. During 1965, for example, two out of five workers were 45 years old. Their unemployment rate was only three per cent whereas unemployment rate for the population as a whole was 4.6. (Naturally, the over-all figure includes a very high range of unemployment of younger workers.) However, the duration of unemployment for older workers was much, much higher. An older man who loses a job on the average had to look for another one for something like 20 weeks. Other men looked for maybe 10, most for only six.

Now, this problem compounds itself when you consider unemployment over long periods of times. In 1965, compared with workers under 45 years of age, three times as many older workers who lost their jobs looked for work for more than 6 months.

This disproportionate impact and the problem of re-employment, I think, is the focus of attention with respect to the older worker problem.

In 1965, the Secretary of Labor prepared a report to the Congress, as required by the Civil Rights Act, based upon conclusions in the Department of Labor with reference to this problem. This report made four recommendations:

First, that there should be some nationwide action to eliminate arbitrary age discrimination in employment.

Second, that there should be action to adjust institutional arrangements which work to the disadvantage of older workers.

Third, that there should be action to increase the availability of work for older workers.

And fourth, that there should be action to enlarge educational concepts in institutions to meet the needs of older workers.

These four recommendations really center on two different sets of phenomena as I see it.

First is the functioning of the job market. How does it actually operate when the older worker goes into it to become re-employed?

And the second is the preparation of older workers for jobs in the modern economy.

Now, recent studies by the Employment Service relate primarily to the question of functioning of the job market. And this is what I am going to talk about.

In 1965, in accordance with the mandate of the Civil Rights Act, the Employment Service conducted a study, as part of the overall study which the Secretary of Labor was undertaking for the Congress, to discover whether or not what we have long known about older workers' problems in getting re-employed still pertained.

This study was conducted in five cities. They were Baltimore, Indianapolis, Kansas City, Memphis and Salt Lake. All are in states that did not have any laws prohibiting discrimination in employment on the basis of age.

The study was conducted by interviewing employers concerning their personnel practices. The purpose was to ascertain whether employers in making hiring specifications had any provisions with reference to age and, if so, what made them set these age limits.

There was also an attempt to determine, if possible, how many employers hire few or no older workers even through they don't have any policy of setting upper age limits.

Now, this study discovered, as we all know, that once someone reaches age 45, his employment opportunities contract. And the concentration of these opportunities progresses as the worker becomes older. It doesn't mean that older workers don't get jobs. As we know, their unemployment is low. But it does mean they have to look longer for the job, and sometimes they have to take lower wages than they received before.

Now, in this particular study 540 establishments were surveyed. These establishments hired 89,000 workers during 1964. Of the 89,000 hired, only nine per cent were over 45 years of age. This is a relatively low rate when you consider that about 27 per cent of all unemployed were older workers during this period of time and 30 per cent of those who were applying for jobs at Public Employment Services offices were over 45 at that time.

Now, remember, the unemployment rate in 1964 was about five per cent, generally. In a similar survey in 1955, when unemployment was down to 4 per cent, 20 per cent of the workers hired were over 45.

This, I think, is probably one of the most significant findings -- that the extent to which there is an available labor supply has a very distinct influence on the extent to which employers are willing to hire older workers.

In our 1964 survey, we found that one out of five employers failed to hire even one new worker over 45 years of age during the year. In half the firms, fewer than five per cent of the new employees were over 45. However, one out of five employers did hire at least 15 per cent of their new workers from the older age bracket.

Now, employers consistently praised the performance, the stability, the dependability, the responsibility, the knowledge and experience, adaptability and trainability of workers over 45, as long as they were working for them. But once they knocked on the personnel office door, attitudes changed.

Opportunities for older workers were best in establishments which had a positive hiring policy. Establishments having an affirmative policy which said, "We do not discriminate against age, we do not have an upper age limit for our new employees," hired more older workers than those that had no policy. The affirmative policy firms were those in which all hiring personnel were asked not to impose arbitrary age limits in their hiring. This seemed more effective than the absence of any policy enunciation in those firms where the hiring officials were free to hire persons of any age, presumably.

However, we found affirmative policies in only one out of every six of the establishments surveyed. Some had different policies for different age groups. At least half of those that did not relate hiring policies to age really had preference tantamount to age restriction.

Now, there were differences by industry. Retail Trade, Hotels, Personal and Medical Service and Government had the best record of hiring older workers. Manufacturing industries hired fewer.

Just a review of these industries shows clearly that the hiring of older workers was often related to what may be termed, in general, the relatively less desirable jobs. Earnings in Retail Trade, Hotels, Personal and Medical Services, by and large, are lower than earnings in manufacturing.

Another thing we discovered is that workers tend to be hired at more advanced ages for hard-to-fill jobs. Skilled workers and professionals had a better chance to get employment when they were over 45.

Some of the reasons given by employers for not hiring older workers didn't seem to bear much relationship to what they needed on the job. Inability to meet physical requirements, for example, was most frequently mentioned. However, very widely different standards were applied. Whereas many employers restricted their hiring of older workers because of the physical requirements of particular jobs, others hired older workers for exactly the same jobs with the same kind of physical requirements.

I think you are all familiar with the other reasons employers say inhibit the hiring of older workers: policies of promotion from within, the employer's belief that older workers were reluctant to accept lower earnings, provisions of pension plans, absence of skills, limited work-life expectancy, limited number of older job applicants and inability to meet the educational requirements of the job.

There did not seem to be any particular evidence that most of the employers had examined the relationships between these attitudes and the facts. What struck me was that probably the most significant influence on employer hiring specifications was the labor supply and demand relationship. Almost none of the employers responding in this survey commented, noticed or responded in any way to the notion that they changed their hiring specifications when there was no available worker supply. But if we analyze what they said and what has been happening lately, we see that this is probably the most significant factor. The survey showed that the upper age limits were waived for every kind of operation for which workers below 45 can't be found. This was true whether the shortage was a real skill shortage or whether it was due to low wages.

During recent months, I think we have all noticed that levels of unemployment in dozens of cities in the United States have been dropping sharply. We receive regular reports in the Employment Service from 150 major labor market areas in the United States. And in December, we received comment on what has been happening to hiring specifications by age right now. A summation of these reports indicates that age limits are rising or disappearing in many occupations and in many areas.

Just to give you a few examples: An industrial firm in Minneapolis is now hiring persons in their low 60's. Before that, they hired no one over 45. In St. Louis, three firms have raised their maximum age limits for hirings to 50 from 35. In Cincinnati, aside from simply relaxing age requirements for hiring, trainee age requirements have been raised from 25 to 45.

Other areas have reported similar relaxation. They are: Kalamazoo, Detroit, Columbus, Cleveland, San Francisco, Cedar Rapids, Madison, Chicago, Fort Wayne, Terre Haute, Evansville, Erie, Wheeling, Redding, Los Angeles, Kansas City, Fort Worth, Houston, cities all over the United States.

In a couple of cities, concern with the Viet Nam crisis has led some employers to decide they are going to prefer older workers in key jobs, so they don't lose the younger workers from draft turnover.

Other kinds of concern with high turnover have brought about some interesting approaches to training for longevity. In Fleet, Michigan, for example, a recent training program for older women as nurses has been instituted. Experience there has indicated that Registered Nurses who complete training stay at work for about 3 years and then drop out for between 12 and 15 years while they get married and have babies. Consequently, local training facilities have embarked upon a stepped up campaign to secure older women to train as nurses. And they have changed the residence requirements so that older women training as nurses may live at home.

In summary, it seems to me that age specifications per se without relationship to qualifications of workers for the job could be eliminated through the institution of positive "no age limit" policies. This is what our study showed. And through an abundance of jobs.

Getting employers to adopt "no age limit" policies, seems to me is more feasible when there is a tight job market. Because employers do this anyway. When they can't find workers for the jobs, they change their age specifications. Right now, employers throughout the country are changing their age specifications.

It seems to me that this is the time when positive action to get age specifications changed can be undertaken. This is now being done by Employment Service offices in many areas of the country. Local Employment Service representatives are working with employers, encouraging them at this time to change in order to secure a worker supply. It is possible that once this sort of policy is adopted with a firm, it could continue.

(Applause.)

MR. GRAVEEL: Thank you, Caryl, for enlightening us on the dimensions on the problems of hiring these older workers.

Our next panelist this morning came in from Baltimore very early, got an early start, William S. Sprenger. He is Director of the OMPER Older Worker Project sponsored by the Health and Welfare Council of Baltimore, Maryland, and the National Council on the Aging. His subject: "Demonstration Project Experience."

Bill.

MR. SPRENGER: Thank you, Jules.

Our project in Baltimore began as an experiment in On-the-Job Training for older workers. To rival the unique qualities of six other experimental efforts envisioned by the National Council on Aging and OMPER, Baltimore was to place its major emphasis on the development of On-the-Job Training in the community's health, education and welfare services. The contract describes this aspect of the project:

> "The jobs to be emphasized range from semi-skilled, but sub-professional, in a variety of service agencies, both public and private, in health, education, welfare, recreation, urban renewal, and related fields, including nursing homes and other proprietary or commercial services. Openings for On-the-Job Training will be sought primarily, but not exclusively, in these fields, with emphasis on such jobs as attendants and aides in hospitals and nursing homes, recreation aides, houseparents, and clerical and semi-technical jobs in these service agencies. In some cases, these jobs may have lower status and pay than the jobs these workers were used to. In other cases, they may have higher status and pay. Emphasis will be given to jobs which are especially appropriate for older workers, jobs which tend to be removed from the competition of younger workers because there may be little promise in them for long-range advancement and career-making."

Because the project was to work primarily with community services, the Health and Welfare Council of the Baltimore area seemed like a logical choice for its development and implementation. For good reasons, however, the project hypothesis crumbled in the early operational stages.

Despite our eager, energetic, methodical, concerned, frantic and finally desperate attempts, we could not negotiate the gulf between the older workers' employment needs and the personnel needs of the agencies. At the end of the first three months, we had developed 215 jobs and made only 11 placements.

From the standpoint of scientific investigation, the findings were significant; from the standpoint of the investment made by project staff, the findings were awful.

Going back to the paragraph previously quoted from the contract, it becomes obvious that the project was not concerned with breaking age barriers to employment. In retrospect, it has more the flavor of an apology for the older worker rather than an affirmative approach to the problem of unemployment.

Words and phrases such as "sub-professional," "Attendants and aides," "lower status and pay," "jobs which are especially appropriate for older workers," and "jobs which tend to be removed from the competition of younger workers because there may be little promise in them," reflect a rather compromising point of view. In essence, the older worker could be regarded as a second class citizen when it came to employment.

Older workers rejected opportunities offered by community services for a variety of reasons. In many instances, the pay was low or sub-standard, the work was too heavy, shift work was involved, older workers did not want live-in jobs, nor did they want to travel long distances to and from their homes each working day. Yet, the need to work was imperative in the majority of situations.

The third month of the project, therefore, found us shifting our emphasis from job development in the services to job development in business and industry. The picture began to change, and the log jam was broken.

Heartened by our comparative success, we developed large numbers of jobs in small business and industry. By this time, we were involved in a second erroneous assumption -- namely, that in order to place a few older workers, large numbers of jobs needed to be immediately available. This idea resulted in major emphasis on general job development.

About the fifth month of the project, that uneasy feeling hit us again. True, we were making placements, but the discrepancy between the number of jobs being developed and the number of placements being made was considerable. Employers were telling us about jobs, but we were unable to furnish them with suitable candidates for more than half the vacancies.

About this time, a lady from the National Council on Aging's coordinating project paid us a visit. Miss Frances Schon, a veteran of the New York State Employment Service, spent two weeks with us teaching our staff of eight something about employment counseling and helping us to develop a new hypothesis germane to the problem of hiring older workers. By the time she left, we were off to a new start.

Our goal was to help older workers find employment in jobs which were normally closed to them because of their age. To carry out this task, a number of new conditions were established.

To begin with, we limited our intake of older workers to individuals between 50 and 60 years of age with a strong attachment to the labor market, who had no apparent physical or emotional disabilities. Whereas our job counseling approach had previously consisted of matching jobs to older workers, we now geared our techniques to matching older workers with suitable jobs.

Job counseling became a precise process of detailed interviewing involving the applicant in an objective evaluation of his abilities and potential for immediate employment. Whereas our primary concern with the applicant had previously been with his social and emotional situation, the concern shifted to his job strengths and present capacity to perform.

We began to see the older worker as an individual with something of value and worth to offer the labor market and to help him see this as well. We rejected the idea of his not being able to compete with all age levels and, more importantly, we rejected the idea that he should not compete with all age levels in any job commensurate to his ability.

The concept that the older worker is a charity case and should be shunted into jobs unpalatable to other age groups became repugnant. We also concluded that it didn't work.

In addition to changing our counseling orientation, we also established a working relationship with the local Employment Service. A staff person from the Maryland State Employment Service was assigned to work with us and perform specific tasks for the project.

The staff person from MSES met with us weekly to provide us with the names of prospective applicants who had been registered with the Employment Service for two months or more and who met the criteria previously mentioned. In addition, the project was supplied with leads on job orders from employers who had specified age limitations on job vacancies.

Thirdly, our approach to job development underwent radical change. All forms of general job development were abandoned. Our data show that general job development for the applicants we are serving is highly inefficient and undesirable from many standpoints. Newspaper publicity, radio spots, articles in periodicals, letters to employers, talks before groups, proved informative to the general public but yielded very little in the way of suitable jobs.

Directly approaching employers without specific applicants in mind produced jobs, but very few which matched the abilities or talents or limitations of our project applicants.

All job development, therefore, was excuted on behalf of specific applicants whose work background and experience were as well known to us as to the applicants. Our knowledge of the older worker gained through a careful analysis of his work history and an objective appraisal of his immediate work potential inspired our confidence which, in turn, had a positive effect on the potential employer. We approached the employer, not with our hat in our hand, but with an older worker in our hand who had much to give the job we were seeking.

This new orientation to the older worker and the employer has resulted in a steady increase in the caliber and status and pay of the jobs being utilized for placement. The average rate of pay has risen from 1.15 an hour to 1.33.

In the beginning months of the project, 50 per cent of our applicants were placed in unskilled jobs. Presently, 25 per cent are placed in unskilled jobs, 60 per cent in semi-skilled and 15 per cent in skilled jobs. Our guiding principle is that the jobs sought in our job development be on the same or a higher level than the applicant's last full period of employment.

More than 30 per cent of our applicant's have been helped with employment. In numbers, this means that of the 600 older workers given service, 200 have found employment while working with the project.

We believe that the project has had a considerable influence on the employers of our applicants as well as an influence on those employers who have not hired applicants. We also believe that our limited success is directly related to our conviction that the older worker is a valuable asset to the labor market. This conviction has been developed, not out of a pious hope, but through a definitive understanding of the individual older worker's specific abilities.

If we have learned one thing on this project, it has been the value of being specific. Detailed information has been the key mechanism in helping the applicant organize his work experience and evaluate his capacities. It has been the basic dynamic in helping the employer to evaluate his attitudes toward the older worker.

In the process of job development, we have found no set pattern of response from prospective employers with the exception of two industries. The insurance industry and the public utilities corporations have standard policies limiting new employees beyond the age of forty. Here, the response is always the same -- company policy.

In other industries and business, however, discrimination against the older worker is a more diffuse matter. Only occasionally have we found employers verbalizing some of the more generalized prejudices such as inability to learn new ways, rigidity, health, incompatibility with younger workers, resistance to supervision, etcetera.

When these responses do occur, the job development staff has become adept at breaking these arguments down because the employer usually has no evidence to substantiate his notions and there are usually older workers already employed by him providing evidence to the contrary. Or there are younger workers who may possess one or more of the negative qualities he attributes to an older worker.

More often than not, we have found that the employer's resistance to an older worker is difficult to pin down because his responses are of a more sophisticated variety. We often find employers who have placed an order with the Employment Service for someone 21 to 35, will deny any prejudice against an older worker when they are contacted by our staff. On the contrary, he may extol the virtues of older workers to us. We are not about to call him a hypocrite if we want to accomplish our goal of providing an older worker with a job opportunity.

Classified ads in the newspapers offer us some of the best opportunities for job placement. Our first targets are those employers who advertise age restrictions. And, here, the employer may tell us that his ad is simply meant to limit the number of people applying for a job, both young and old, and not meant as a slight against the older worker.

On numerous occasions, contacts with employers advertising age limits have resulted in jobs for our applicants primarily because we had a screened and qualified older worker who could immediately meet his need. Because we have been successful with a number of employers advertising age restrictions, we encourage older workers to ignore these restrictions in their individual job search.

An employer can be sold on the merits of an older worker when he can be convinced that what he really wants is a person to do the job rather than an age category. However, these ads do have an adverse affect on the aggressiveness required of the older job seeker.

The kinds of road blocks imposed by employers which really tax the ingenuity and reflexes of the staff are such things as company policy, prohibitive cost of pension plans and other company benefits, passing the buck to middle management or department heads, jobs calling for "a certain type of personality," jobs calling for a young person who can be trained for supervisory responsibility, employers who suddenly decide to change or to add on to the stated job qualifications.

The latter two conditions seem to occur at times when an employer can find absolutely nothing wrong with our applicant except that he, the employer, apparently breaks out with an acute case of cold feet.

One of the most frequently used excuses when we are dealing with the personnel officers or personnel management is the department head. In other words, "It is all right with me I would be happy to have him, but I don't think that Mr. Jones" in such and such department would be willing to take on an older worker.

And actually, it is quite a technique that the job development people have utilized, too, through their awareness and their ability to anticipate these kinds of things. It is almost a rhythm process. It is a process of reflexes matched with a very thorough knowledge of the individual we are working with and anticipation of what the prospective employer is going to tell us.

One person on our staff has become particularly adept at handling employers' resistance, particularly the kind of resistance that he can't pin down.

To illustrate, and with your permission, I will read this excerpt from this case record.

This has to do with a 58-year-old gentleman who had a good deal of experience as an accountant and auditor who had been out of work for more than six months. Six months, we find, is a crucial time gap between employment and probably militates against re-employment as much as anything -- the length of time the person has been unemployed.

This is Mrs. Wexler's account from her case record.

Job development for Mr. Barnes, a qualified and experienced accountant and auditor, led the job specialist to the National Bank.

Contact was with Mr. Smith, Personnel Officer. The Older Worker Project was explained and then the qualifications and background of our applicant, Mr. Barnes, were outlined. Mr. Smith stated that he was entirely sympathetic to the problems of the older worker. He then said that the company does have a position open, a very responsible one in fact, in the Securities Department.

This appeared, then, to be a very fine possibility for Mr. Barnes. However, when the job specialist mentioned the applicant's age as being 58, Mr. Smith stated that while they are looking for a mature individual, they had a much younger person in mind. Before he would subject an applicant of that age to the battery of pre-employment tests the company gives he would want to determine whether he, the applicant, would even be considered. Therefore, he would like to talk to the department head before taking further action.

The job specialist realized that any influence she might exert on the department head's thinking would be impossible, in the absence of direct contact. It would be very easy for him to dismiss the possibility of considering the applicant because, on the basis of the information Mr. Smith would be able to supply, Mr. Barnes' image as a candidate still lacked form and identity.

With this in mind, she suggested that both Mr. Smith and the department head keep in mind that, because of Mr. Barnes' experience, he would need a very minimum amount of training; that he still has seven good productive years to give to the bank; that the desire of an employer for more years is understandable, but with the vicissitudes of life, how can one be sure of a longer period of productivity with anyone, young or old.

Evidently this point struck a responsive note because Mr. Smith next said that he would like to see the applicant. "If he doesn't work out for this particular job, perhaps he may for another."

Mr. Barnes was interviewed, took the battery of tests and was subsequently employed.

Our experience has indicated that the more the employer knows about our applicant, the more "form and identity" the applicant assumes in the mind of the employer, the more difficult it becomes to maintain a closed mind with respect to employing the older worker. Our ability to influence an employer has been basically the result of (1) a careful interviewing and job counseling process which pinpoints the applicant's job capacities, and (2) anticipation of the arguments used by the employer which militate against the older worker.

Our project is now under evaluation. It has had a rocky road; the hypothesis fell out of the bottom very early in the game. It is now being evaluated by a Committee of the Health and Welfare Council. We hope that the kinds of techniques and the kind of effort that have been put into this project can somehow be translated and transmitted to our Employment Service.

We know that the older worker in the Employment Service is shunted to the end of the line. When you have Employment Service interviewers operating on a quota basis, you can't expect them to pay attention to people who might be a little more difficult to place.

What we are trying and hope to accomplish through the current evaluation is to capture the interest of the community in providing a really effective vehicle for the employment of the older worker which does not now exist in any consistent form.

We hope that by the end of April we will have some recommendations to make to the community which will enhance opportunities and lower the unemployment rate among older workers.

Thank you.

(Applause.)

MR. GRAVEEL: Thank you, Bill.

It is interesting to know how the Baltimore project changed its direction, changed its approach, in order to attain its objective.

Our next panelist is Dr. Frank Fahey, Director of the Center for Community Analysis, University of Notre Dame, and director of the OMPER project for follow-up of Project ABLE, the South Bend, Indiana, project sponsored by the United Community Services of St. Joseph County, Inc. and by NCOA. His subject is: "The Values of MDTA Training After a Shutdown."

Frank.

DR. FAHEY: Thank you very much, Jules.

Concentration of much older-worker activity has focused on South Bend, Indiana, because of the shutdown of the Studebaker Corporation in December, 1963. Of the more than

8,000 workers who were employed at Studebaker, 3,827 were fifty years of age or older. Over 5,000 of this total work force were classified as non-skilled workers and were generally not prepared to engage in any type of labor which would require skill.

Tremendous aid was poured into the city of South Bend, primarily by the Federal Government, in an effort to alleviate the problems that were facing the city. Some of the federal programs that came into town included surplus food distribution with waiver of requirements, forbearance for mortgage payments under FHA, Project ABLE (Ability Based on Long Experience) for older workers. MDTA (Manpower Development and Training Act) programs were rapidly expanded. In the two years since the Studebaker shutdown, over 2,000 individuals have gone through or are currently in MDTA.

As an adjunct of Project ABLE, there was an NCOA mobility project designed to move older workers to another city and there was OJT (On-the-Job Training) directed only toward older workers through Project ABLE.

In this particular paper I am going to concentrate only on the worker 50 years of age and older who entered the MDTA program in South Bend. As of this time, somewhat over 500 individuals 50 years of age and older have gone into MDTA. At the time the study was made, March, 1965, 325 workers had entered a training course. Approximately 75 were in basic education programs and/or were female and therefore excluded from the population sampled. A random sample of the remaining trainees netted 162 completed interviews.

I would like to give you the characteristics of the older workers who were in training programs so that you can get a feel for the type of people involved. In terms of age distribution, 39 per cent were between 50 and 54; 39 per cent were between 55 and 59; 14 per cent were 60 or 61; and five per cent were 62 to 64. This indicates that a considerable number of older men were involved in these training projects.

The racial breakdown was 93 per cent white; seven per cent Negro. And of this seven per cent Negro, only 25 per cent completed training, which was significantly lower than the number of whites who completed training.

The educational attainment was 40 per cent with an eighth grade education, or less; 33 per cent had some high school; 25 per cent were high school graduates; and two per cent had some college.

This population could hardly be called a hard core unemployed group. As the home ownership record shows, their roots in South Bend are deep. Fifty-four per cent owned their homes outright; 28 per cent were in the process of buying their homes; 12 per cent were renting; and six per cent were living with relatives.

Of all the workers who went into MDTA programs, 45 per cent had completed training at the time they were interviewed; 40 per cent had dropped out of training; and 15 per cent*

*** These percentages are based on the 162 interviews.**

were still in training. Numerically* stated, 73 men had completed training; 65 had dropped out; and 23 were still attending. I would like to point out that the number of individuals concerned is fairly large. The sample is sufficiently large so that meaningful inferences can be safely made about this population.

Forty-nine per cent of these men had other members of their families who were working, so these families had income and were not down and out. Twenty-eight per cent had other outside sources of income. Thus we can see that these were not people who were in grave need as a group, although a number in the group did have problems.

The question was asked: "What made you decide to take a training course?" The most frequent reason, related to the need for a job and the applicant's inability to find work on his own, was mentioned by 65 per cent of the respondents. Of this total, 30 per cent specifically mentioned that their age militated against them in their attempt to find work. Twenty-nine per cent went into training primarily to better themselves by learning a skill that they had not previously possessed. The remaining six per cent went into training in order to have something to do. They were tired of hanging around the house; they didn't have a job, so they went into training.

However, there was quite a difference between those who completed training courses and those who dropped out. Of those who completed training, 35 per cent were much more interested in bettering themselves and in learning a new job skill, whereas only 20 per cent of those who dropped out of training fell into this category.

A series of questions was asked about the respondents' perception of the specific courses that were offered, the particular course he would like to take and his satisfaction with the course that he actually took. Very few listed courses that were not being offered as courses that they would like to see offered.

Thirty-five per cent said that they would like to see other courses than those offered, but when we asked them specifically: "Well, what course would you like to see offered," they mentioned courses that were indeed offered. This would appear to indicate that a training course is perceived as useful if some authority, whoever this authority might be, says it is useful. I think that the workers are probably the last people who should determine what kinds of courses should be available. They are very interested in taking training so that instrumentally they will be able to obtain a job. For example, one individual responded that he wanted to be a sports announcer. This would be a rather unrealistic type of course to inaugurate in MDTA.

Only 10 per cent of the respondents were unhappy with the quality of their instructor and 75 per cent rated him as good or excellent. Complaints about the equipment used in the courses was much higher. Thirty-three per cent complained about such equipment; 67 per cent indicated equipment that was in poor condition.

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* This count and the percentages that follow are based on 161 interviews, one of the original total having been invalidated.

In response to the question "Did you get out of the course what you expected to get out of it?", 56 per cent answered yes; 32 per cent answered no. The 32 per cent who answered no gave the following reasons: 27 per cent said the time was too short; that had the course been longer they would have been able to get more out of it; 33 per cent gave a similar answer, saying that they didn't get as much training as they had expected; they had thought it would be more inclusive and not so specific; the remaining 30 per cent said they got nothing out of the course at all; that it was a waste of time. These responses indicate that some training courses should be extended in time and depth to better qualify a worker in a particular skill.

However, despite the complaints, 70 per cent felt the training they received was good enough to get them a job in whatever job they were being trained for. The 30 per cent who felt their training was not good enough gave reasons such as the course was too short and too restricted.

There are experts in the field who have made a plea to have a track program in training to separate the various ability levels. Those with high ability would be in a different class from those with low ability. I would say that this plea received support from our respondents. Twenty-three per cent said the course was hard or very hard; 30 per cent said it was easy or very easy. The remaining 47 per cent said it was just about right - not too hard, not too easy.

Most of the respondents felt that the training improved their chances of getting a job. Sixty-five per cent replied affirmatively; 25 per cent replied negatively. The remainder were still in training or did not answer. Of those who felt that their chances of getting a job were not improved, 28 per cent specifically mentioned that their age militated against them in finding a job. They felt that even with the training, their age was a handicap that they could not overcome.

Here I would like to emphasize that the complaints of the respondents come from a minority, although it was a substantial minority. For example, only 17 per cent of the respondents felt they were not placed in the right course. All other respondents said that they were in the right course for them. This surprised me to a considerable extent because I was expecting them to raise all sorts of complaints about the particular course that they were put into. However, this was not the fact.

Ninety per cent of the respondents answered "yes" to the question: "If you had it to do all over again, would you go into a training program?" So it appears that the older trainee is almost solidly behing training and sees positive value in it.

I would like to compare the 65 men who dropped out of the training courses with the 73 who completed training. I think the results are rather startling. Of the workers who did not complete training, 86 per cent had obtained employment. Of those who completed training, only 65 per cent were employed. It is somewhat disturbing to find that those men who dropped from training are employed at a much higher rate than those who completed the course. Therefore, I wanted to see what further difference existed between these two groups to explain the higher employment of the drop-outs. Perhaps those who completed the training course and are working are making more money or they have jobs that reflect a higher skill level than those who dropped out. Those who completed training did have jobs that reflected a higher skill level, but these jobs did not pay them on the average more money per week. The income distribution was approximately the same for those who completed training and for those who did not. The educational attainment of those who dropped out was lower than the education attainment of those who completed training. The home ownership of those who dropped out was somewhat lower than those who completed training.

We then asked if they were using the skill obtained in training in their job. We note from an earlier statistic that 70 per cent said that they felt qualified to do the kind of work they were trained for. Of those who completed training, 18 per cent were employed in jobs for which they were trained; that is, in their new job they were using all or a part of skills learned in the training program. Of those who dropped out of training, however, 17 per cent were in jobs in which they utilized their training. So it doesn't appear that those who completed the course were any more successful in getting jobs that reflected the skill for which they were trained than those who dropped out of the course for various reasons.

One reason advanced to explain why the men who dropped are employed to a greater extent is that this is the very reason they dropped out. They got jobs. This is not, or should not be too surprising. In fact, 70 per cent of the drop-outs became drop-outs because they found employment. The remaining 30 per cent dropped out because it was too difficult, they weren't interested, it wasn't what they expected, or they had become ill and could not continue with the course.

Along this line, we also asked the question: "At any time during training were you offered a job?" Those who completed training had been offered jobs in approximately the same percentage as those who dropped out. But for some reason or another, they had refused to drop out of training to take the job. I think the reason may be reflected in the earlier statistic where we saw that those who completed training were much more interested in self-improvement and development for reasons that may be evaluated later. They had somewhat higher aspirations and went into training for instrumental reasons - just to get a job.

How did these people get their jobs? We find that despite all the special projects operating in South Bend - such as ABLE, Mobility Project, etc., most of these people still got their jobs in the traditional way. Thirty-eight per cent got their jobs through a friend or relative; 28 per cent got their job because they put in an application at a company employment office; 14 per cent found employment through Project ABLE; and 10 per cent listed MDTA.

While it is not supposed to be a function of MDTA to secure jobs for the trainees, in fact MDTA did actively seek to get trainees employed. And here I think that there may be confusion in the minds of the respondents in distinguishing MDTA job-leads and Indiana State

Employment Service job-leads. Not one individual indicated that he got his job through the State Employment Service.

What accounts for the high rate of employment of the trainees? I believe the answer can be found in the success story that is South Bend. The unemployment rate is now 2.6 per cent which is well below the national average. That has certainly helped the total situation. Also, the unemployment rate in South Bend area is higher than that in the surrounding counties, where it is down to around 1 per cent.

Of the many conclusions that can be drawn from a study such as this I would like to concentrate on what I see is a major finding. Training programs are worthwhile for the older worker but for different reasons than are often stated. Training gives a worker who is unemployed a sense of dignity while he is looking for a job. It imparts to him a certain skill that he wouldn't otherwise have, but I believe the skill is secondary. Very few of these people are working in the skill for which they were trained. Yet most of them do have jobs and were greatly in favor of MDTA training. I think that this alone might emphasize that some sort of training program is vital for older workers. And that perhaps we shouldn't be so concerned about what we are training them for, but just that we are training them, and we are giving them some support; simply, that in a period of unemployment we are giving them a sense of occupation, of continuing usefulness and worth - an open door to the future.

Thank you.

(Applause.)

MR. GRAVEEL: Thank you, Frank.

Our next speaker or next panelist is Milton Rosenberg. He is Director of Employment for the New York State Commission for Human Rights. His subject will be "Can Legislation Contribute?"

Mr. Rosenberg.

MR. ROSENBERG: Let me say first that we have supplied you with a background paper* for what I am about to say, and I will not repeat anything that is in it. I assume that if you have that depth of interest which would induce you to listen to the paper, you will read it.

I want to talk now about the administration of legislation. And first I should describe my agency, because legislation, to be effective, has to be backed up with money and manpower. Let's start with that premise. Just to pass a law and put it on the books is a waste of time.

The New York Commission has a budget of well over one and a half million. We have a staff of over 200, more than half of them professional workers. We have nine regional offices throughout the State, and we are prepared to receive, investigate and dispose of complaints. That is our statutory function.

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* See Appendix III, p.

We have this then, an active, able-to-do kind of situation. We have a law in which there are teeth. And we have the money and manpower to enforce it. Unless you meet those criteria in connection with proposed legislation, in any particular State or on the national level, I think that you will to an extent at least, not get a fair shake out of legislation which you may think will be worthwhile if enacted.

Now, the question posed as my topic is "Can Legislation Contribute?" And the answer is: Yes, it can.

Can it solve the problem you have heard discussed now for a day and a half? Not completely. The reason has come through in the statements of many of the speakers. A law must deal with a situation of merit employment, at least as we are presently geared. In my opinion you cannot administer a law against discrimination based on age unless you start with the assumption that you are confining yourself to a group which is willing to stack up to the requirements of merit employment.

In other words, this is the "competitive" group, which so many of our speakers at various open meetings and panels have suggested does not represent the total problem. These are the people -- the people covered by the law, that is -- who can do the job, who are willing to do the job, who can compete, at least in their opinion, on all terms with other applicants for the job.

And all that the law says -- the New York Law, in any event -- is that in considering such a person, you shall not take into account any considerations which are irrelevant to merit -- his race, his creed, his color, his national origin, sex or age. If the can do the job, he gets the job.

What the law is directed to is that there should be no arbitrary assumption that simply because that person has reached a particular chronological age, he cannot do the job.

Now, therefore, you have that limiting factor to begin with -- that you are not giving any overage, if you will, to take account of some particular problem which is associated with older workers. You are judging him or her on exactly the same basis as you would judge any other worker. Can he do the job? If he can do the job, then you may not bar him automatically because he has reached a certain age.

And the law itself has an upper bracket which is age 65. This is an enforceable law. And we say to an employer that the enforcement provisions by the terms of the statute itself do not extend to workers who have reached their 65th birthday. Over 65, we will not accept the complaint from a complainant. The law provides that the upper limit for receipt of enforceable complaints is age 65. So we do have that limiting factor.

Merit employment, a competitive situation, an age group which does not go beyond age 65.

Another factor collateral to what I have just said is, you cannot approach the employer on the basis that this is a disadvantaged group, or on the basis that it is good business for the welfare of the community to hire this group because everybody should share in taking up the slack for a disadvantaged group. You can't, at least, when you are dealing with legislation under which the person who refuses to accept an applicant is subject to penalties. I mentioned earlier, to bring that down to brass tacks, that this is a law in which there are teeth. And that means that if this Commission of which I am a part should find that an employer has refused to accept an applicant, because of an arbitrary assumption based on age, for a job for which he is qualified, and finds that the applicant has been turned away for no other reason than that he is "too old," we can apply remedial relief.

Remedial relief also includes money.

Just to give you two examples of how far this can go, we had a case involving two carpenters who were refused employment, or whose employment was terminated very quickly after they started, because in the opinion of the contractor they were too old. The complaint was processed and adjusted and each of the complainants received $500 as back pay, what he would have earned had he been hired.

We also have a case at the other end of the spectrum where a reduction in force was taking place, and the employer in deciding who would be laid off and who retained made, again, an arbitrary assumption based on age. At least that was the charge. We adjusted that, too, and the net result was a payment to the former employee of several thousand dollars.

When you are dealing with that kind of enforceable power, you are necessarily confined to merit employment and elimination of the irrelevant factor, which is the arbitrary assumption based on chronological age.

Now, does that mean that the only effect of such a law is to give us the right to process individual complaints of particular persons who have been subject to discrimination? The answer, I think, is no. One of the previous speakers noted an additional advantage, which is to create a positive approach to the employer. What you have, in effect, is a statement of the public policy of the State or, if we ever have Federal legislation, a statement of the national public policy, enunciated specifically in terms of enforcement. Now, it is all very well and good to say it is the policy of State X or of the United States of America that there shall be no discrimination because of age. But without enforceable legislation, you can go and talk to groups of employers and attempt to sell to them the various factors which have been mentioned -- that the older worker is dependable, that it isn't true that workmen's compensation cost will increase and so on and so forth -- and you will get a lot of nods -- "Yes, it is true," -- but you won't get much action.

I know we are a nation which feels, when we are frustrated, let's go out and pass a law; it is going to work. Well, it doesn't work that easily. I have made it clear, I think, that once you have legislation, you are going to have to receive, investigate and pass on complaints. Unless you have the staff and the money and the governmental backing to do it, you are probably worse off with a law than without one, because people will say, "Well, it is just one of these do-nothing laws. It is on the books, but you don't have to pay much attention to it." So when the time comes that you do get some staff, some money, some operating personnel, your job is twice as hard.

You have to start with the wherewithal to enforce the law.

But the law itself will have an educational value. It will set forth public policy in the most specific and overt, declaratory form.

Let me give you certain other advantages to legislation. When you have the law, you can make a certain number of adjustments in stereotypes. For example, I have heard three or four times today that one problem in employing older workers is the effect of such employment on pension systems.

The employer says, "Well, I can't hire him if he is over 45 because he can't get into my pension system. It is a funded pension system. It has certain actuarial bases; it has been in effect three, four, five or 15 years. And it will destroy the balance."

Well, when you have a law, you have to face up to that problem. And we have faced up to it. We say to the employer, "If the eligibility age for entrance into your pension system is, let's say, 45" -- they wouldn't take anyone over 45 -- "we will permit you to carry out your pension system as you see fit, but we will not permit you to use that disqualification as a disqualification for employment."

We have said, in effect, that you cannot say to the applicant, "You either go hungry or get a full meal." You may -- and this is specifically set forth in our rulings interpretive of the law -- say to the employee, "You can't get in the pension system, but we will give you the job." Or, we will permit an employer to say to such an employee, "We will give you an option. You can pay more on a contributory basis into the pension system if you wish; or, at the end, you will get less; but you will get the job and you will get full scale if you can do the job."

In short, the fringe benefit can be cut down, but we will not permit him to say, "No job."

We have had very little trouble with that because we add -- and if you have a law, you have got to add these things -- "If you can demonstrate in a particular case that the admission into employment of one or more of the group over a certain age will, in fact, affect the actuarial system which is the basis for your pension plan, we will give it consideration."

And nobody has to come to us with that kind of a demonstration in eight years. In the few cases in which the argument has been urged verbally, we have invited the submission of that data, and it has not been submitted. The actuary or whoever it may be, has said, "It will really not have such a great effect," and they take the man.

Now, when you get a statute, you must also recognize that you are now dealing with reality. You must answer specific questions. And so, if any of you do have the prospect of legislation, I suggest to you that you benefit from our experience which by and large has been quite good.

The first thing is, you don't just start off with legislation. The Employment Services are of inestimable value if they have already created some degree of favorable climate in your jurisdiction, if they have presented to employers the fact that a good many of the stereotype ideas about the older worker are myth; if they have done a preliminary selling job as to the actual contribution of the older worker to the employer's production.

We did have that benefit. We had a joint Legislative committee on problems of the aging for many years before this law was passed. And we had older worker counselors in the State of New York in substantial number, doing the placement job before there was legislation.

With or without the benefit of such advance education, when you have your legislation, you should hold a series of meetings throughout your jurisdiction -- hearings. You should invite labor, industry, various groups, to discuss what they think the problems will be under the particular statute which your legislature has adopted -- because there can be variations in coverage. And you had better prepare in advance for the fact that there will be a great deal more interest in a law than there would be in merely an educational program.

We had educational programs in our state in which people were invited to workshops and seminars, and you would get 20, 25, 30, even in the biggest cities. But once we adopted the statute and we held hearings on rulings interpretive of the law, we got out hundreds of people. We went through Buffalo, Syracuse, Rochester, Albany, New York, and every place we went, business sent its top people. Their legal departments sent their attorneys. The associations sent representatives. The labor organizations sent their representatives. Because at this point, we had reached the stage of action. And they wanted to know what they did have to do, what they didn't have to do, what would be the penalties if they didn't, what would happen with special situations, what would happen where age was a bona fide occupational qualification, and so on.

So, second, you need the hearings.

And third, you should anticipate and be ready to answer some of the specific questions which legimately are raised and to publish them. You can't operate behind the scenes when you are dealing with legislation. Your public has a right to know what you propose to do when you are enforcing a law. And you should be prepared to publish it and stand back of it. And that is what we did.

We published rulings interpretive of the generalized statute, subject to change on review and experience. And this, we have issued widely. I think we are publishing our fifth edition of 10,000, or something of the sort. And we haven't had to change very much in the rulings and none of substance.

Of course, we spent a lot of time and money on the preliminary effort of inviting comment, of inviting criticism.

The next thing you have to do is to get models. And the best place to get your models of success is within the public work. Now, by that, I mean people who work for the city or the state and the village and the town. Here you have employment of a substantial number of people; here you have something overt, because we are talking now about competitive exam, and your city, your state, your town or your village has to publish the conditions of eligibility to take the examination. Candidates must be under 45 or under 35, must have such and such qualifications, such and such education. So there, you have an opportunity to direct yourself to specific age barriers. And there, you also have the opportunity to demonstrate that by working with the employer, you can eliminate the age barriers.

I think we now have only 13 job categories out of several thousand in the State of New York in which there is a specific age barrier. And most of those are what we call Peace Officer jobs -- policemen, firemen, correction department people, and so on.

Let me now sum up.

First, legislation can contribute, and I think it is almost required, if we are to break this age barrier, destroy the stereotype, concentrate on merit employment and eliminate chronological age as an arbitrary assumption basis for disqualifying an older worker.

I think you must recognize, second, that you are dealing with a limited group: those who are ready, willing and able to compete for jobs in the job market with anyone else. Therefore, anyone who can do the job should get the job, regardless of age. But if he can't do the job, then he doesn't get the job, under the legislation which we have which permits enforcement, and a requirement to the employer that he must hire, with or without back pay, and other affirmative relief.

I think that about sums up the basic assumptions on which the New York law is based. We do have some seven or eight years of experience. We have had 600 to 700 complaints.

We have moved forward, not only on an individual complaint basis, but on the basis of an industry-wide approach in certain situations.

And my final point is that under legislation passed last year, 1965, the Commission itself now has the right to initiate complaints. So that if we were to find an industry-wide situation in which there was a policy of discriminating against older workers solely because of age, we could move on our own initiative; and we have already done so in a number of instances.

(Applause.)

MR. GRAVEEL: Thank you, Milton. Very interesting.

We will reconvene at 1:45, not at 1:15 as indicated on your program.

(Whereupon, at 12:30 o'clock p.m., the meeting recessed, to reconvene at 1:45 p.m. the same day.)

AFTERNOON SESSION

MR. GRAVEEL: Welcome back.

We are now going to throw this session open to everyone. The intent, of course, is to view and air the problems on the age restriction on hiring older people. Just what can be done? We intend to come out with a few answers to some of your problems. We hope to make some good recommendations.

So, ladies and gentlemen, the floor is yours.

MR. GORDON HANNA (Public Information Director, Michigan Civil Rights Commission, Detroit, Michigan): We are just beginning to develop a program for compliance with a new age law which became effective in Michigan on October 1st. One of the first things I have run into has been the question of upgrading based on the union shop policy of posting jobs for bids. This particular case involved a public utility.

For this reason, I am interested in the remarks about public utilities and insurance companies.

Preliminary talks with the union representative revealed that this utility posts age restrictions, such as 23 to 30 on jobs, while the union says age has no relationship to the work at all. This is on upgrading, not on entry.

I wonder if anyone has had any experience with this and what kind of experience it was.

MR. ROSENBERG: Well, in New York we have had cases of that nature. The basic question is whether or not the age specifications are based on bona fide occupational qualifications, which I assume are all exempt from coverage. This is a question of fact in each individual case.

So far as we are concerned, there are few cases in which we find that long-established age brackets have substantial validity. Some do. Most don't.

What we do in each instance is ask industry itself, the particular employer, to reconsider the age specifications which he has established over the years and determine whether or not these are simply habit, the ideas of some staff person or some executive vice-president in charge of personnel who is no longer with the agency or organization, which sometimes happens. And if they can readjust themselves, that, of course, solves the problem.

If, after re-examination, they feel that the restriction is valid and substantial, then I would assume you will have to inquire into the basis for it and obtain some expert guidance as to whether or not it has a valid basis in fact.

I assume that in such a situation as you describe, you would first invite the union, which is opposed, to submit the arguments against it, and then certainly invite the employer to submit the arguments in favor of his policy, and submit the matter to your commission for decision. You can't avoid the issue.

It is the question of whether or not a complaint is going to be filed with you. And I don't know enough about your new statute to know whether or not such a complaint can be filed by the union on behalf of its members or whether the particular employee who is affected would have a grievance. But certainly, your law would cover terms, conditions and privileges of employment if it is in the usual form. And upgrading is one such aspect.

So it seems to me your course of conduct is clear. If a complaint is filed, you have to process it. To process it, you have got to give both sides a chance to present facts and argument in support of their position. Ultimately, you will have to come to a decision.

Is there anything specific that bothers you in connection with the situation?

MR. HANNA: Well, that's half of it. I was also interested if people have had any experience with affirmative programs, specifically in regard to upgrading.

MR. ROSENBERG: Well, I will refer you to our interpretations of the law in which we specifically state, with respect to the problem you pose, that the law provides for a bona fide occupational qualification in certain cases. That's our Rule D.

And then it states: "Consideration may be given to age as a bona fide occupational qualification in such circumstances, among others, as the following: Where age is a bona fide factor in an apprentice training or on-the-job training program of long duration.

That's one.

Now, is it a particular job classification to which you refer, one in a ladder of promotion, on-the-job training of long duration? Public utilities, insurance companies, banks, often have that kind of management training program. And it depends on whether it is valid or not valid, whether it is based on experience or just came about, whether it has validity this year as it might have had ten years ago. And no one can answer but your Commission, on the basis of all the facts submitted.

But we have had experience, and we have handled such cases, each according to its own individual facts.

I would strongly recommend that you don't adopt in the first instance, at an early stage of your experience, an overall policy of exception or non-exception for a total industry situation. Cite each case on its own facts as an individual case. And after you have gathered a series of experiences from them, you might wish to issue a regulation. But I would wait.

MR. GRAVEEL: Bill, have you had any specific expsosure to Gordon's problem up there?

MR. SPRENGER: As far as upgrading is concerned? You are thinking of an individual who is already employed?

MR. HANNA: Yes.

MR. SPRENGER: And then perhaps for no other apparent reason is not upgraded when all the conditions indicate he should be?

We really have not because most of our people, I would say 90 per cent of the people who come to us, are unemployed at the time. Maybe 10 per cent are underemployed.

One problem that we have, however, is with individuals who have worked for many years in one company, who have risen in the company as the company has grown and have achieved certain status and pay, and then for some reason the company moves out of town or the company lays off, and these folks try to find a job which is commensurate. This is a tremendous problem. We have not found the answer, because most of the time, in order to get into the kind of work that he wants and was used to and is capable of doing, he usually has to go in at a somewhat lower status.

But on the problem of upgrading, I am afraid I can't help you.

MRS. HELEN HERRMANN (Chairman, Division on Aging, Monmouth County Welfare Council, Red Bank, New Jersey): I have a couple of questions about the New York situation. One has to do with method. In your paper, the indication is that the complaints were made, to a large extent, by clerical, professional and sales people. I quote: "In 1964, somewhat more than half of the complaints were submitted by people seeking employment in professional, clerical and sales positions." Do you suppose that is because they are more articulate, or have you evidence that there was more discrimination against those groups?

MR. ROSENBERG: I don't think we have enough data to draw what the statisticians call a statistically valid conclusion or to draw inferences as to why it was that group. That's why we were reasonably careful just to state the fact.

We have a total there of some 600 complaints. It runs about 100 or 110 a year. And I don't think from that number you can draw any real inference as to why we had a greater percentage in one area than in the other.

I suspect that what you suggest about being articulate, being used to dealing with government agencies, not having the same reluctance to appear and sign a paper and bring it to our attention, may well have had something to do with it. But that is just a guess, and I wouldn't want to go further.

I think one problem here, which is really indirect, is that for other groups covered by our law -- race, creed, color, unequal employment opportunities for women -- there are groups which are being articulate for their membership, about broad areas of denied opportunity contrary to law. But the older worker doesn't have such groups. That is really one of the problems with which we are faced.

Some of the unions try to an extent to pick up the slack. But there isn't much.

MRS. HERRMANN: My question wasn't as a statistician, but this is the problem I was thinking about and wonder if something shouldn't be done about it.

MR. ROSENBERG: I assumed that.

There are quite a few groups which get into the field of race and color. You have the well-established organizations like the NAACP or the Urban League. You get into equal employment opportunities for women, and you have the National Professional Women's Association, the New York State Association of Business and Professional Women, and so on.

On creed, you have organizations representing the three major religions.

On national origin, you have groups which are fairly well organized and well supported to bring complaints to your attention, complaints which are more than individual.

But there are very few groups which purport to represent older workers in this field at least to the extent of bringing forward complaints. Occasionally, a union will do it on behalf of its older worker members, but not very often.

MRS. HERRMANN: My second question --

DR. FAHEY: Well, I have a comment on a somewhat similar problem where the older workers do have a group speaking for them. The existence of Project ABLE in South Bend played a very significant role in getting many older workers into MDTA and seeing that programs were established for older workers. I think without this particular pressure group in the community, the older worker would have been neglected to a much greater extent than he was.

MR. ROSENBERG: I would like to add that nothing Dr. Fahey has said in any way indicates a disagreement between us, because there are older worker groups which do do work in connection with placement, in connection with assistance to the job seeker in obtaining placement. But I am now talking about the other side of the coin, which is to bring to the attention of a government agency such as ours a complaint case situation. And there is a distinction in motivation and in "the reason for being" of an organization. And none has yet moved into the field about which I am speaking.

MRS. HERRMANN: Isn't this something into which they should be encouraged to move?

MR. ROSENBERG: I am not sure, because sometimes if the organization is more or less a paper organization, as some we have found in the other fields, its reason for being depends to a great extent on the activities of one or two people who do not speak for an entire group. That's why I mentioned the NAACP and the Urban League as the best kind of well-organized, responsible, well-led organizations. But until there has been developed, I think, in the fields such as Dr. Fahey mentions similar types of well structured organizations, the idea of encouraging a group simply so that you have a conduit for complaints is not an unmixed blessing.

I think it is more important that you obtain the kind of power which the State Legislature in New York gave to our Commission, which is to initiate its own complaints and thus put upon us, to a degree, the responsibility of perceiving in addition to the individual complaint, the group situation; that you really obtain more effective results at this point of development of these laws.

I am just speaking for the immediate present. Two years from now, three years from now, I will not say.

MRS. HERRMANN: The staff is 200, you say?

MR. ROSENBERG: Yes.

MISS CORNELIA WALLACE (Consultant, Federation of Protestant Welfare Agencies, New York City): My question pertains partly to New York. This is the kind of discrimination I have been hearing about with reference to office workers. I will use a case to illustrate.

I know of a secretary, age 34 or 35, who was working for a nonprofit organization where salaries were not too high. Since she already held a key position as private secretary, there was little prospect of advancement. And she wanted to better herself. This secretary, compared with other clerical staff working with her was considered tops, of superior intelligence, fine personal qualifications and excellent skills. In addition to her secretarial skills, she could do art work, layouts and all kind of things the average secretary can't do.

She decided she wanted to get in the commercial field, with a good company. She picked well known corporations to apply to, companies with good employment practices and working conditions, such as CBS, NBC, TIME magazine, and so on.

Several companies told her she was "overqualified" in the sense that they could not consider offering her a position appropriate to her qualifications. This was due to their practice of hiring only young clerical workers, usually 18 to 21 year old girls, and filling secretarial and better clerical positions from among those who move up within the organization. In other words, clerical and certain other jobs with these large corporations are virtually closed to all except those who start at the bottom with the company.

This young woman went to the Englewood City Schools as an administrative assistant. Though the position classification called for graduation from college as well as business training, and she had only high school graduation, she was accepted on the basis of demonstrated ability and skills.

I have known of other similar cases involving clerical personnel. Here policies of some of the large companies constitute a form of discrimination, barring even skilled workers from job opportunities and the right to move in order to better themselves. In this case, the worker was old at 35.

MR. SPRENGER: We had quite a bit of experience with that kind of thing, too, particularly with the telephone company and gas and electric and some of the larger insurance industries that want to have their own home-grown talent. In other words, there is a tendency in this paternalistic kind of a corporation to want a sort of cradle-to-the-grave operation. And it is not simply a matter of age with these policy makers. It is the fact that they want their employees to be a member of this corporate family. They want to start you as soon as you are in knee pants. It is not simply just an age problem with them, and I don't know whether legislation would have an effect on their philosophy or not.

MR. ROSENBERG: I will answer very shortly. We would not be very sympathetic to the defense of overqualification. We would say if the girl is qualified for the job, if your requirements are X number of words a minute stenography and X number of words a minute typing, and if she could meet them, give her the test. And if she passes, give her the job. And your suggestion that he or she is overqualified is suspect.

There are cases, but they are certainly in a minority, where the defense might be valid. It might be valid in the sense that if you have a stenographic pool which is composed

of a lot of young girls at a low salary level doing a low level of work, putting into such a situation a woman who is superior in intelligence and earning ability might demonstrably be not useful to the production of that particular unit. It is conceivable. But we don't think it is likely, and we would not be sympathetic.

As a general policy, however, as I advised the gentleman from Michigan, we would consider each case on its own facts.

To revert, the former question is involved here, too. The problem is a question of who files complaints. By and large, older workers are reluctant to file complaints. They will write letters. They will call matters to your attention. But there is a certain feeling that they don't want a job simply on the basis of a complaint. They want to go out there and get a job on the basis of merit. And if they are refused, they will find a job elsewhere.

This, of course, is part of our own responsibility for educating people that they perform a service and a public function, that it is the act of a good citizen to bring matters of this type to our attention for correction, both with respect to the individual and with respect to the general population.

The only footnote I will add is that in the first eight or 10 years of our existence, most of our cases were race and color. Even there, 90 per cent of our cases were complainants who would say, "I wouldn't work for that so and so if he were the last employer on earth, but I am filing a complaint with you so that it will not happen to the next person."

Now, this is part of the technique of administration of such a law such as this.

MR. WALTER DIETZ (President, Training Within Industry Foundation, Summit, New Jersey): My question is from the point of view of a nongovernmental, small employment service, restricting its service to workers about 60 years of age.

To give you just a bit of background about our community, we are in North Jersey and are surrounded, in the City of Summit, by outstanding employers in research, insurance, chemistry, what not, who have rigid retirement age limits. Sixty-five is the finish. Whether you are the vice-president or the president, you are out.

My question is this: Do you feel that in a tightening labor market, there is going to be a tendency for these companies to call back some of their most capable technical specialists on a consulting basis rather than reinstate them as employees? Are you bumping into that practice at all?

We have no difficulty, we find, in referring some of these people to former competitors. They pick them off like that (snapping fingers) if they have transferrable and usable experience.

MRS. HOLIBER: I think one of the ways of answering the question is to refer to the situation which developed in the machine tool industry last year. The machine tool industry found itself in a period of rising production.

MR. DIETZ: What industry?

MRS. HOLIBER: Machine tool. Under these circumstances, the number of machinists involved, to do the work involved, did not appear to the machine tool industry to be adequate for the production they envisaged. We investigated and discovered that workers retired as journeymen machinists were being recalled to work under these particular conditions. Some companies were taking people already past the age of 70, for example, who were still able to perform as machinists.

Many companies today, I believe, from the reports I referred to earlier, are recalling retired workers, especially for skilled jobs. There was evidence of at least one place in which people in their 60's were being hired. This was in Minneapolis. Now, the report which I had doesn't indicate whether the persons were being rehired or hired outright, but I believe they were being hired outright for the first time in this particular firm. So there has been some evidence that when the situation becomes tight enough, older workers are employed, workers over 60. A group that is usually the hardest to place is being given opportunities to perform. They don't necessarily get permanent job status, but they do receive employment for a period of time.

MR. DIETZ: That was especially true during the war in the tool-making field.

MRS. HOLIBER: It was repeated again during the past year in the machine tool industry. But I think that kind of practice probably extends itself to many other situations.

MR. DIETZ: I was thinking especially in the research area, electronics, research chemistry, pharmaceuticals and so on. Have any of you noticed any growing tendency in those types of fields?

MRS. HOLIBER: We haven't received any evidence of that type in our offices to date. That doesn't necessarily mean such things aren't happening. It is just that we haven't received such evidence as yet.

MR. SPRENGER: In the machine trades, in the Baltimore area, anyway, manufacturers are having to turn down contracts because they are unable to get the kind of journeymen machinists they require. And there are posted in several companies around town apprenticeships open for tool and die makers and blacksmiths and so forth.

The unions are absolutely no trouble because no one applies for them. And it is becoming a very critical area for these industries. They will take any qualified journeyman machinist, whether he is 60 or 70, and can perform. The age factor is completely out of the window. The demand is such that they can use him. They can't find anyone else.

MR. DIETZ: Do they contract out of their area to meet that situation?

MR. SPRENGER: I don't know, but I know there is a very dire shortage of these skilled tradesmen, skilled mechanics. These industries, Crown Cork and Seal, companies of that nature, have absolutely no compunction about taking an older worker who has the skill. And we never see these kind of people in our project. We never see a skilled mechanic unemployed.

MR. DIETZ: As long as the body is warm.

MR. SPRENGER: -- and you can perform and do the job the company needs. Then age is no factor.

MRS. HOLIBER: In our study of the machine tool industry we discovered that the ties which the retired machinists had with the company were such that the company was able to recall them when the situation arose. Of course, another thing they did was increase the number of hours of work in the week. That was another way of handling the situation.

MR. GRAVEEL: I think, with reference to Gordon's problem, it is the consensus of the group that we don't have sufficient organizations to back the pushing of the older worker. This is what we arrived at, I think. The older workers themselves are many times incapable and don't want to push themselves.

Does anyone have any recommendation as to how we might alleviate this situation?

MR. SPRENGER: First of all, Jules, in most metropolitan areas, there are a number of groups, commissions, both official and nonofficial, geared toward the needs of the older person. But I think these groups usually are concerned with the needs generally of individuals, say 65 and older. I don't think there is any such organization concerned with the middle-aged worker or the person between 45 and 60. It is very hard to stimulate interest, as a matter of fact, in the community for this age group and particularly where unemployment is concerned.

So I think there needs to be some distinction made between those groups which are trying to develop services and benefits for the senior citizens, so to speak, those that might serve what I consider here as the older worker, which is the individual between 45 and 60.

MR. GRAVEEL: Comments?

MR. DIETZ: We have had to work out new vocabularies because we find that we have younger older workers helping older older workers, which makes sense. Frequently we place younger older people in home situations, perhaps as handyman or companion, so we are able to serve two older people because of the difference in their ages and their experience and their capabilities, and we feel then that we have done a doubly good job.

DR. FAHEY: I would have one comment on hiring the skilled older worker.

While it is true that the machinist is hired because of the tremendous squeeze, experience indicated when Studebaker shut down that the skilled worker had more difficulty in getting a job than the worker who was not skilled. This wasn't broken down according to various skill levels, but they were skilled within the plant. And if other plants in the area are not looking for people with these particular skills such as electricians, construction people within the plant, who are at a higher rate, these people do not get hired. And they are very loath to take a job that does not reflect their skill. They would rather stay unemployed. So these people had a lower re-employment rate than the nonskilled workers.

MRS. HOLIBER: I think that was possibly related to the status of the job market in South Bend at the time when this layoff occurred.

DR. FAHEY: Well, the unskilled workers, though, got more jobs. They were employed to a greater extent. So there were many jobs available.

MRS. HOLIBER: I think this ties in with one of the points I was trying to make -- that it seems to me that in the tight job market situation, in which you have a general kind of expansion, the opportunities for all kinds of workers are better regardless of what type they happen to be.

When you have a special job market situation, in which special areas are expanding, then people who are suited to those are the ones that become employed.

I understand in South Bend at this time, there was some kind of public works project initiated -- this is what someone told me at one point -- which was a source of employment for a lot of these unskilled workers. Is that the case?

DR. FAHEY: No, it is not.

MRS. HOLIBER: It is not? Well, that's an interesting report.

MR. CHARLES D. HEYDON (Division of Social Service, Community Health Services, Evansville, Indiana): My thinking is obviously influenced by the fact I work predominantly with people of 65 and above. But in line with the statement that Mr. Rosenberg made this morning that they do not pursue any complaints received from persons beyond that age, I wonder how you explain this to the public, or has it been necessary?

MR. ROSENBERG: Well, as to how we explain it, it is a clear statement within the statute. In other words, this is the legislative policy of the State of New York.

Section 296.3(a) provides that age 65 is the limit at which we can accept a complaint, I mean, it is a clear statutory statement.

Now, as far as explaining to the public, we do that, too. We suggest. And if you will read any of our reports -- take the one that I have submitted as a background document. We say:

"The State of New York is not only proud of the contribution which its middle-aged and older workers make to the economy, but it recognizes the State's need for full utilization of the productive capacity of this group. In the present article we have emphasized the protection which the New York Law Against Discrimination affords to those within the coverage of the law's enforcement and program provisions."

The enforcement is the one I referred to about up to age 65.

Then, we add this sentence which we always do:

"The State also recognizes the existence of a special set of problems for those who are capable and desirous of continuing employment beyond age 65. In these instances, the Commission's sister agency, the New York State Employment Service, provides an effective range of counseling and placement services through its local employment offices."

Now, I will add, in specific answer to your question, what we actually do.

Assume that I as Director of the Employment Division receive a phone call or letter from somebody who tells me that he or she is over age 65. We never say to anybody who calls, regardless of the problem, "We have no jurisdiction, sorry." We always direct such a person to that agency which does have jurisdiction over that problem. And in the case you mentioned, it will be to the nearest office of the State Employment Service which has an older worker counselor, and there are a good many throughout the State. So that person would be referred for counseling and assistance in job placement to the New York State Employment Service; but that person could not come to us and file what we call a verified or sworn-to complaint charging a violation of law which would give us the power to direct and require the employer to hire him or her if the charges were sustained.

That's the distinction: It is not that the person is without any remedy in the broader sense. He is without the remedy of this particular statute, my particular agency. The remedy is with another agency to which we would refer him or her for advice and guidance.

I might even go to the extent, if the person seemed a little confused, of calling up someone at the nearest counseling office and saying, "Mr. John Brown will be over to see you. He is 68 years of age. He is ready, willing, and able to work. He has such and such qualifications. Please see him."

Or I would write a letter, as I often do, saying, "Take this letter with you to the nearest Employment Service office. Show it to the person at the interview desk who will then refer you to the nearest counsellor on the older worker level."

Does that answer your question?

MR. HEYDON: One other question.

To your knowledge, have there been any letters or complaints filed by these older persons that have some basis of validity in the State of New York?

MR. ROSENBERG: You mean over age 65?

MR. HEYDON: Over age 65.

MR. ROSENBERG: Well, I can't answer you.

MR. HEYDON: I said, "Do you know of any?"

MR. ROSENBERG: We don't make any investigation ourselves, you see, if a person is over age 65. He is automatically out of our jurisdiction. As the statements this morning show, we establish an order of priority. The priority of utilization of our staff and money is directed to those whom we can assist directly. And we only go as far as our responsibility as a government agency of the whole State of New York requires to get the person to the right agency.

Suppose I get a wage complaint which has nothing to do with my statute. I make sure that the person goes to the appropriate division of our New York State Department of Labor which has jurisdiction over unpaid wages. I don't investigate it, but I make sure that he or she gets to the right place. And my staff does, too. They are all so instructed. That is just good public relations. Anybody who calls one State department shouldn't have to make 15 calls until he gets to the right place. You are supposed to help everybody. When you are getting paid by the State of New York, you ought to help everybody in the State of New York. That's our policy.

MRS. HERRMANN: I think you raise an awfully important question.

MR. GRAVEEL: The gentleman back here.

MR. JOHN ROPES (Senior Manpower Specialist, Iowa State Manpower Development Council, Des Moines, Iowa): I am interested in the legislative proposals for the State of Iowa, and I would like to direct a few questions to Mr. Rosenberg.

Approximately how many cases do you handle a year?

MR. ROSENBERG: About 100 individual complaints has been what it has been running. But this doesn't necessarily answer anything.

For example, we just had the situation with the airline stewardesses, which you may have read about. There are some thousands of stewardesses involved, and yet, we would start our general inquiry on the basis of perhaps one or two or three or four complaints which would show an industry situation. If you asked me how many complaints I received, I received four. If you asked me how many people were affected, I might say 3,000. This is why a statistical approach is of no complete significance. But the flat answer to your flat question is, it runs about 100 individual sworn pieces of paper a year, saying, "I, John Jones, was refused employment because."

MR. ROPES: All right. Then I assume maybe copies of the New York law may be available.

MR. ROSENBERG: Oh, yes.

MR. ROPES: But for the time being, I would be interested in knowing, is an appellate procedure built into the law?

MR. ROSENBERG: Yes. I have that in the background paper, and that's why I forebore from any statement here. Very simply, the procedure goes like this: Any individual claiming to be aggrieved may file a complaint. It comes to the Office of the State Commission. We have nine regional offices. He sits down with a field representative, tells his story to the intake field representative, doesn't need a lawyer, may bring a lawyer. The field representative gets the full story, dictates the complaint to one of our stenographers. The complaint is filled out and typed. If the person wishes to wait, he or she waits. The verification is administered by a notary at our office. The complainant is given a copy of the complaint for his or her record.

We make investigations. The Chairman assigns one of our seven Investigating Commissioners to be the Investigating Commissioner. Staff assistance is supplied. Go out and see the respondent. Respondent must answer the charges at a field visit.

Thereafter, probably at a conference before the Investigating Commissioner, the complainant is given an opportunity ordinarily to refute the arguments or facts which are presented. We then make a determination of what we call probable cause. This is by the single Commissioner.

Assume he finds probable cause, not equivalent to a finding of establishing a law violation, but that it is no figment of the imagination. He seeks to eliminate the practice by conference, conciliation and persuasion.

Assuming this succeeds, the case is closed: Offer of the job, an interview for the next available job, back pay, elimination of a particular practice or procedure, whatever may be involved.

Assume that the Investigating Commissioner can't eliminate the problem by conference, conciliation, persuasion. We have had no such "age" case yet. But if he can't -- as has happened in cases of race, creed, color and national origin, the case is then sent for public hearing before three other Commissioners, excluding the one who made the investigation, three new Commissioners.

We have seven, so that is enough. A regular, normal hearing is held. Counsel of the Commission present the case on behalf of the complainant.

You see, we are taking the laboring oar for the complainant all the way through.

The three Commissioners hear the evidence. There is sworn testimony. Counsel on both sides may propose findings of fact and an order: If the findings of fact establish law violation, then if the respondent employer obeys the order, accepts it, that would conclude the case.

But in response to your question, we have had, in effect, an appeal procedure. The Investigating Commissioner suggested conciliation to the respondent who said, "No, I want a hearing, sworn testimony before three." So that was the first appeal.

The next appeal procedure is because we may not punish respondent for violation of our order. We are an administrative agency. We apply to the court for an order enforcing our order, which normally is granted. But we are careful and very fair.

In any event, assume that the court order was not obeyed. Then, the respondent would be in contempt of court. And I am sure you are all aware of the consequences.

The court can say, "You must do thus and so." And if you don't do it, then until you purge yourself, you will be fined at the rate of X dollars a day; or, you are remitted to the civil jails thereunto to remain until you do comply.

I guess in almost 20 years, that has happened three times, that we have had to go to a contempt procedure -- out of 10,000 or more cases.

I assume if he doesn't like what the Supreme Court of the State of New York says, he can appeal to the Appellate Division. If he doesn't like what the Appellate Division says, he can then appeal to the Court of Appeals. We had one case that went to the United States Supreme Court. So there is appellate procedure in the sense, I think, that you mean.

MR. ROPES: The respondent likewise can initiate court action to set aside your --

MR. ROSENBERG: Oh, yes. After the Commission order is entered, the respondent may then just do nothing until we seek to enforce, and then oppose, or he may himself appeal to the court.

MR. ROPES: Thank you.

MR. GRAVEEL: Any other questions?

Certainly, there must be some more problems some of you have encountered.

MR. HEYDON: Just to keep things going here, Dr. Fahey, in the MDTA program about which you spoke this morning, I neglected to catch if you stated the number of people who were actually enrolled in the training program.

DR. FAHEY: Altogether?

MR. HEYDON: Yes.

DR. FAHEY: It was approximately 2,000. But all I have is data on the older workers.

MR. HEYDON: Of the older workers, how many were involved?

MISS RITTENHOUSE: About 500 older workers, Frank, out of the 2,000. Is that right?

DR. FAHEY: Yes. And the figures on completion -- I have to check again -- Well, 73 completed training. Sixty-five dropped out. And there were 23 in training.

MISS RITTENHOUSE: Forty-five per cent is the figure. On a percentage basis, you said 45 per cent completed training, 15 per cent are still in training and 40 per cent dropped out. That's the percentages of your sample.

DR. FAHEY: Yes. So that this would indicate that of those that had terminated, slightly more than half had completed training.

MR. HEYDON: Do you know the cost breakdown with regard to the expense involved in training these older workers -- just from the ones you have been working with?

DR. FAHEY: No, I don't.

MISS RITTENHOUSE: Mrs. Holiber, do you remember the figure given in the HEW report? This would be a national average, and it is for all MDTA trainees. And that's the closest I could come to giving you an answer. That was $1,375 in 1965. But, of course, that is a general average for all kinds of courses and all kinds of people.

MRS. HOLIBER: Well, I think that some information that was handed to me this morning may suggest something about what is going on in MDTA courses with reference to the older workers.

Of course, in the general program, there is no specific differentiation as to whether the worker is older or not. However, a substantial per cent of the people over 45 are enrolled in the following occupations: janitor, chambermaid, porter, grounds keeper, gardener, cook housekeeper, salesman, shoe repairman, furniture repairman, bookkeeper, cashier, shoe industry occupations, carpenter, offset pressman, sewing machine operator, inspector, farmer -- that's interesting -- truck farmer, farm manager and dairyman.

Now, I think one has to recognize that, at least until recently, the courses had to be limited to one year, and that effectively limited the kinds of skill level for which persons were trained -- although persons who had some skill might have been able in that time to upgrade themselves to qualify for jobs that normally require more than one year of training.

I think what is significant about the kinds of courses in which the older workers were enrolled is the relationship between the previous formal education of the older worker as against that of the younger worker. There has been a general tendency for educational attainment within the population of the United States to rise during the last few decades. So older workers have had generally, on the average, less formal schooling than younger workers, and this shows up in the data collected in the MDTA program.

For example, among all persons enrolled in MDTA training, a little over six per cent had less than eight years of formal schooling prior to enrollment. But among those 45 and older, it was 17 per cent -- 16.5 per cent. So there is a definite difference.

One of the factors, I think, in the changing orientation toward hiring specifications in the current job market is, not only the question of age specifications per se, but in addition the willingness of employers to reduce the educational attainment required. At the same time we were receiving reports of changes in hiring specifications by age, we were also receiving reports of changes in hiring specifications by educational attainment. Where educational requirements have not been relaxed, the particular older worker can be as effectively barred from employment because he is not a high school graduate as he might be for reasons of age. The average employer may not have an age specification, but he very commonly has a high school graduate specification. And older workers can just automatically be barred for that reason.

High school graduation is sometimes specified when job performance and job function don't require it, because of company policy such as you mentioned earlier -- the company that wants all its unskilled laborers, for example, to be high school graduates because they think some of them will be promoted, and they wish to have a very large group to pick from. We had an example last year, I think, in Chicago, Gary, Hammond, Indiana -- some steel companies looking for unskilled laborers required high school graduation for employment. This doesn't seem to relate to the requirements of job function, but the companies maintain they have a promotion-from-within policy and want to get people with as good promotion potential as possible. Meanwhile you have a lot of unskilled, unemployed persons in the area who could actually do the job.

DR. FAHEY: They are now hiring them in the Chicago area without a high school education because they need labor badly.

MRS. HOLIBER: That is correct. Even at the time I speak of, in fact, the local Employment Service there did arrange with the employers to hire at least some unskilled laborers from the pool of those who did not complete high school. They also persuaded the employers to use testing of skills and abilities in lieu of the diploma and to agree that if they could evidence the kinds of skills and abilities the employers said they needed to develop these workers further, then high school graduation should be irrelevant. They agreed to that. And I think about 1,000 such persons were actually hired.

MR. SPRENGER: I think what Dr. Fahey said this morning about the MDTA program offering an opportunity for the individual to be occupied, not only has an influence on the individual, but also on the employer. The fact that he has been training for employment has an influence on whether or not he will be hired.

In Maryland there are very few older workers in the MDTA program because the Employment Service takes the same attitude toward him in the MDTA program that it does in evaluating his employability in the first place. The result is they interview 8,000 people, select 400 and train 236 at a cost of $1.5 million.

MR. ROSENBERG: I would like to add two points. I was waiting for someone to ask me, rather than presenting it this morning. But in connection with the recommendations that may come out of this session, one of the advantages of legislation ties right in with the Baltimore experiment. One of our undoubted achievements is the cleaning up of the help-wanted advertisements, in terms of age specifications.

So far as New York is concerned, we hold two things to be clearly unlawful:

The use of numbers. "Wanted someone between 25 and 35" or "under 40." The numbers of the age.

And, second, which is purely psychological, the use of the word "young". Wanted, young man, young woman.

Now, this is important in terms of motivation. If you are an older worker -- at least in our experience -- and you read that the employer wants someone who is under 40, it takes a certain buckling on of your armor to go in and say, "I am over 45, but I came in anyway."

Now, it is very good if you can do it. But the average person figures that it is 30 cents carfare -- at least -- anyway. He is unemployed and, you know, why take a chance. But if there is nothing -- and we have cleaned up the ads -- in the ad itself, it stops that kind of a barrier.

And that leads to the second point which I want to make. Cleaning up the ads has resulted in a rather undoubted achievement, and that is it gets the person to the interviewer's desk.

We are not deluding ourselves. When I, for example, go to an employment interviewer, he doesn't have to be any genius to discover that I am an older worker. And he knows who is a woman and who is a man and who is Negro and who is white in practically all instances. And he probably knows in many cases who is of Italian national origin, who is of Irish-Catholic groups and so on.

But the point is that if you get the person to the interviewer, he has a chance to sell himself. If the interviewer only sees younger people, he selects the best among them, whereas, if he has a group including some younger people and some older, he takes the best of the group. And more often than not, we have found the person he selects is the older worker he thought he wouldn't consider in the first place, particularly in a labor market such as we have had in the last few years, and certainly today where he wants a good secretary or a good mechanic and so on.

So that in that sense, you do have that immediate, quick result, achievement, benefit, from legislation.

And the other point I wanted to make and hoped someone would ask me: Are we finding much resistance among employers to legislation prohibiting discriminatory practices based on arbitrary assumptions as to age? And the answer is no, we are not. By and large, top personnel is in favor of what we are doing, because, at a minimum, it broadens the pool from which he can choose.

Down the line you have to be careful: the head of the stenographic pool, the foreman, and so on, may have preconceptions. But by and large, industry has not objected and has even welcomed such statutes in terms of being able to call in division heads and department heads and say, "Look, from now on, it is only on the basis of individual merit. It will cause you a little more trouble; you will have to interview a somewhat larger pool. That's good."

So, we have not in New York now, and that's all I have experience with, encountered very much employer resistance. Very little, in fact, and much employer support.

I mention that, in terms of recommendations as to the benefits of legislation, in answer to the question: Can legislation help in solving this problem?

MISS RITTENHOUSE: Could I raise a point as a recorder, to bring your mind back to what might turn into a recommendation?

I think it was Mrs. Herrmann who asked whether it wouldn't be a good idea to recommend that organizations be formed to defend the middle-aged and older workers' interest, employment interest, as they have been formed for Negroes and national groups and religious groups. As recorder, I want to remind you that Mr. Rosenberg saw another solution to this problem. If there is legislation, he pointed out, it should permit the Commission to initiate complaints. And he said that in some ways, he thought that was better than using a baby or infant organization that might not be strong enough or perhaps even direct enough in its interest. So consider these as two alternative approaches to some of the permanent remedies here.

MR. ROSENBERG: I will add a third one. Why some of the existing organizations in the field which are mature should not include within their programs protection of the rights of the older worker as well as the particular group for which they are organized.

MRS. HERRMANN: Mr. Sprenger spoke to that point, too, I think, or was starting to in discussing the senior citizens group. I think you were about to say that they were groups that were not fit to work in this field because of their age. AndI wanted toask isn't it true that most of them take people 50 and up. And I wonder whether these might be possible groups to work in this field. I have no strong convictions on it, but I wanted to raise it.

MR. SPRENGER: I see no reason why not, except I think they will have to broaden their interests. I don't think this has been primarily their interest. I think their concern has been with the retired person whose needs are in the field of recreation, medical care and so forth. Employment has not been a particular concern of these groups. But I don't see why the established groups could not broaden their outlook. I would personally like to see it come from existing organizations rather than proliferate with more kinds of special interest groups.

MRS. HERRMANN: Yes. I quite agree. I didn't mean new organizations.

MR. SPRENGER: I noticed that Senator Schweinhaut was among those here this morning. She is the chairman of the Maryland Commission on Aging. And I think now they are beginning to get interested and reach down a little bit and realize that the problems of the older person reach down into a younger age group particularly with employment. So she, I think, may be going to do something about it in Maryland through an existing, established governmental official agency.

MR. GRAVEEL: Getting back to the recommendations again, would the group concur, are they in favor of the recommendation -- should it be clarified to a further extent -- that Irma Rittenhouse made? Are we in consensus on this.

MISS RITTENHOUSE: I didn't mean to make a recommendation.

You mean, is there any contradiction between recommending that existing organizations take the middle-aged worker into account and his employment problems and the alternative solution Mr. Rosenberg mentioned, which is to make sure if you have a State antidis-- crimination law that the Commission is able to initiate complaints at least after some experience?

Isn't that the way you put it, Mr. Rosenberg? After it has had some experience, it should be able to initiate complaints?

MR. ROSENBERG: The point I was making was that any organization which is committed to the concept of merit employment, employment on the individual's own merit, without reference to considerations which are arbitrary and have no relation to job performance, whether itis race, creed, color, national orgin, sex, or age, might be interested in the whole range of fair employment practices, rather than having competing organizations each seeking the majority of the interests of the State or city or local agency. So that we are dealing with merit employment as a concept, of which attack on exclusion of the older worker because of arbitrary assumptions is a part, not separable from the total concept of merit employment.

That's what I am saying.

MISS RITTENHOUSE: Does that make you think that legislation is probably the only device that could be used to achieve this particular approach of merit employment?

MR. ROSENBERG: No. I am just saying that legislation makes a very real contribution toward eliminating the stereotypes in any of the fields in which irrelevant factors affect employment of individuals on their own merit. But legislation, therefore, must be confined to that group which can meet a competitive labor market. They are competing for the job along with everyone else, regardless of the other person's race, creed, color, national origin or age. So that they must measure up to reasonably related job standards for the employer's consideration.

MRS. HOLIBER: Well, to support Mr. Rosenberg, it would appear from the kind of data collected in the Department of Labor that many of these problems are cross-related. Whereas, for example, the educational attainment of older workers tends to be lower than the educational attainment of the younger people in the work force, the educational attainment of non-whites tends to be lower than the educational attainment of whites, and by the time you are a non-white older worker, your educational attainment is lower still.

So there is some relationship between and among, these problems. And it is not necessarily true that a compartmentalization is the best overall approach if the goal is, indeed, to secure employment for unemployed workers, which presumably is the major reason why we are interested in breaking age specifications in hiring.

MR. ROPES: I think we should have some discussion of whether Federal legislation would be more appropriate. For better and more uniform administration. I have thought of some things.

Again, I will ask Mr. Rosenberg.

Has your agency run into any problems of apprenticeship programs, where standards have been set by the bargaining union and the company where the company is an out-of-state corporation?

MR. ROSENBERG: The answer is yes. Most apprenticeship programs have maximum age specifications for entry. This has been brought up in several workshops today and at some of the plenary sessions.

So far as the law is concerned -- and, again, you must make a distinction between what you are requiring employers to do by law and what you may wish to urge them to do as experimental or as giving a special overage to certain groups for considerations other than purely economic reasons -- we have included in our rules the statement that consideration may be given to age as a bona fide occupational qualification in such circumstance, among others, as the following:

Where age is a bona fide factor in an apprentice training or on-the-job training program of long duration.

I think it is perfectly well known to anybody that has anything to do with apprenticeship, particularly in the construction industry, that they are all running 18 to 22, 18 to 25, 18 to 27. And I am not suggesting that I know whether it should be 24, 25, 26, or 27. But certainly a four- or five-year apprenticeship program today has an age bracket. And as far as we are concerned, this is one of the situations to which we will give consideration as a bona fide occupational qualification. We don't say out of hand that's unlawful. In most cases, we accept it as lawful until it is established that this is an incorrect age bracket.

MR. ROPES: Your agency doesn't have anything to do with determining whether this is an arbitrary age bracket, is this correct?

MR. ROSENBERG: No, that's not correct. One young man came to us, and he said, "The age bracket is 18 to 21. I am 21 and a half or 22." We took the complaint. We checked it and investigated it. And actually, the union then accepted him on the basis they could always make an exception. But if someone filed a complaint with us and said, "I was excluded from a particular program," -- let's call it an on-the-job training program -- by some employer who said, "I will not accept anybody over age 28 for this," we would take it and process it. And he would have to justify to us why he set the age 28 limit.

The variations are infinite. For example, suppose he came to us and said, "I have excluded everybody who is over age 28 from this management training program because I expect anybody in this program to work for this firm for 10 or 15 years, and he is going to go up the promotional ladder. I am going to start him out as a second assistant manager in Watertown, New York. When he gets a little better, I am going to make him assistant manager at Olean and bring him down and make him a manager in Binghamton and assistant manager in New York City," and so on. He has a long-range program. It sounds good on paper. And suppose we were to investigate and find that, actually, he doesn't hold anybody for more than six months or nine months, that the whole thing is a lot of nonsense. We wouldn't accept it. That hasn't happened, by the way, but it is always a possibility. So they would have to demonstrate in each case. But it is within our jurisdiction.

MR. ROPES: Let me ask another question, then.

In many States, but perhaps not New York, the State Civil Service and the City Civil Service and County Civil Service or merit system, whatever it is in the State, often sets age limits.

MR. ROSENBERG: Right.

MR. ROPES: And does your jurisdiction extend --

MR. ROSENBERG: We take jurisdiction over that, too. And this is in answer to your question earlier about complaints. We spent, I suppose, as much time with the State of New York one year as on all our complaints. I have mentioned the working out of a re-examination of their system. Actually, the State had had a law long before our law, applying only to Civil Service, that age qualifications were not permissible except in jobs where unusual physical requirements existed. What we did was, therefore, just a continuation of existing State policy. I assume you weren't here this morning when I mentioned this, but the result was that there are only 13 job categories now in the whole State which have age specifications.

We went to the City of New York. And we worked out a similar program. They have somewhat more categories. We are now working on every one of the municipal Civil Service commissions, of which there are over 100 in the State of New York.

So we do take jurisdiction; and when age restrictions exist it is pretty obvious, because they have to announce eligibility requirements for taking the examination. There is a problem, and there are bona fide situations. There are some in statutes. I think your own State has a few. You can't be a State policeman if you are over 29. It says so right in the statute on the State Police.

MISS RITTENHOUSE: May I ask a question, Mr. Rosenberg, about Federal legislation? Do you think it would be challenged constitutionally if it applied to intrastate industry?

MR. ROSENBERG: I will avoid answering that question on the ground that the United States Department of Justice has more competent attorneys than I.

(Laughter.)

MR. HANNA: To answer people who have not had experience with agencies of the type of Mr. Rosenberg's, -- Michigan has such a new agency -- one thing we have found is that you get a lot of people jobs as a result of people coming with complaints even though the complaints don't always have a great deal of validity. In other words, because there is an agency, because people do complain and because the age complaint is investigated leads many employers to hire people, (as was pointed out, in the furniture program) even though there wasn't any tangible evidence of discrimination. The important thing is that there was somebody interceding on behalf of the person. This is of great value.

MR. HEYDON: I was wondering if New York has any standards whereby you can evaluate the success of your program?

MR. ROSENBERG: That's a hard question which has been presented before.

The only standard we have is the effectiveness of the New York State Employment Service in placing older workers. And this is not very satisfactory in this sense. You put together two facts, and you can draw whatever inference you want. Since the law was put into effect, the rate of placement by the New York State Employment Service of persons age 45 and over has steadily increased. I don't know whether we are making them look good or they are making us look good or there is an interaction. But since there is no one here from the New York State Employment Service, I will say that as a result of the law, their task has been made easier. If someone were here, he or she would say with equal truth that because of their pioneer work before our law went into effect, they made our job easier. And both statements are probably true.

This is the only objective measure we have. The other standard is what has happened in terms of newspaper comment, employer association comment, that kind of subjective thing.

We are, of course, in a sympathetic field. No employer is going to say he is against hiring older workers by and large,in public anyway. The newspapers have been for us. The New York Times has patted us on the back on a number of occasions for dealing with the law rationally and successfully. Employer associations like Associated Industries, the NAM, has gotten out its own pamphlet -- favoring legislation, by the way, Miss Rittenhouse. They are in favor of legislation. The NAM has issued a publication saying they thought it was very useful. And in any event, employers had better be better, or the States will all have such legislation. So they should do the job themselves.

But the approach has been sympathetic.

Also, we haven't had to take any cases to court. Employers have usually accepted, and most of the defenses are not on "we believe that this age requirement should be enforced," but on an issue of credibility. Miss Jones goes to an employer, and she says, "He told me I can't get the job and he intimated it was because I was too old." The employer says, "It has nothing to do with age. It has to do with education." And then we have to decide who is telling the truth or, which is more likely, whose impression of what happened is the more accurate.

So that from those relatively unsatisfactory observations I would say the best is the realtionship between us and the State Employment Service; that in States where there are such legislative provisions, the rate of older worker placement has gone up, and that by and large there has been very little opposition and a good deal of praise. And I think the Secretary of Labor of the United States has made these points in his report to Congress and the President.

MRS. HERRMANN: I think we skirted something rather important a while ago -- the relation between promotion from within and discrimination in hiring. I wonder if there is any general sense of the meeting on that? I have always naively thought it a rather good thing.

MRS. HOLIBER: I think a kind of self-defeating relationship comes from this sort of approach. It was highlighted by this lady from New York -- that some companies that place such emphasis upon their promotion-from-within policy adopt some kind of automatic attitude which suggests that the older worker accepting an entry job in the company wouldn't be satisfield to work there.

MR. GRAVEEL: The question of cleaning up the want ads was presented just a little while ago. Why don't we kick that around just a little bit? What recommendations do we have along those lines?

MR. HANNA: The last thing I did yesterday before I left Detroit was draft a letter and send to newspaper publishers an interpretation of our law. Our attorney has told us that our law probably would allow us to proceed against newspapers which printed age in classified ads. We are choosing first to try to enlist their aid on a voluntary basis and hoping to get 95 per cent of them that way and take the others on a case-by-case basis. Just from a few preliminary indications, we don't anticipate any trouble. This will take some time, I am sure. But over the period of the next year or so, I am sure we will get cooperation without too much trouble at all.

MR. HALL: Wouldn't you have to make exceptions such as those Mr. Rosenberg mentioned -- certain types of authorizations? If the Civil Service was permitted to make these exceptions, it seemed to me private employers --

MR. HANNA: We have no authority over training programs exceeding four months or apprenticeship programs exceeding four months. I believe this is something we may, at some future date, have legislation on.

MR. ROSENBERG: You don't have to make an exception. A newspaper isn't going to go to the trouble and expense of reading every piece of copy that comes in. They say, "You can put it in; you can't." They make an across-the-board rule on their policy and tell you that they are doing it even though they might not be required so to do. So you hold it down to an administratively feasible minimum -- you don't fuss around with things like "recent college graduate," "recent high school graduate," which may or may not have a secondary meaning -- you stick to the two or three things. The two that I have mentioned in New York have been accepted. You call up the New York Times and try to put in an ad saying, "Wanted, so and so under age 40." They won't take it from you. They won't even ask why you want it. The answer is no. Because administratively, it is simpler. This doesn't prevent you from applying the restriction at the point of interview if it is a bona fide occupational qualification. But that means the older fellow gets to you. And you might change your mind when he gets to you, which is an advantage. The newspapers go along with us on that.

MRS. HOLIBER: Mr. Graveel, I think Mrs. Herrmann didn't have her question really satisfactorily explored.

DR. FAHEY: I think we have pretty well taken care of the legislative aspects, which are very important. But I think that there are other techniques and recommendations that should be made in terms of breaking down restrictions of hiring that are due to age. A training program is one way -- on-the-job training, demonstration projects or perhaps not demonstration projects, but job developers such as many of the demonstration projects have had.

And maybe I am out of order in not pursuing that, but I don't know how that --

MRS. HOLIBER: I didn't think I answered her question satisfactorily. I thought she might want to have me explore it more.

MR. GRAVEEL: I think the basic intent is we come up with some good recommendations whereby we can overcome age restrictions of hiring.

MISS RITTENHOUSE: Would you like me to review what I took down as recommendations in the papers that were given? I may not have them all. I hope I have.

I think Mrs. Holiber's principal recommendation -- not an actual recommendation, but what was implied by her information -- was that there is a value in putting on drives to eliminate discrimination and that she would recommend that they get started in tight labor market situations, at which time employers are softened up.

MRS. HOLIBER: Receptive.

MISS RITTENHOUSE: Is that right?

MRS. HOLIBER: Yes.

MISS RITTENHOUSE: She sees the present tight labor market situation as an opportunity to press employers to re-examine their attitudes about hiring older workers or failing to hire them on an arbitrary basis.

Did you have any other recommendations?

MRS. HOLIBER: I think the other thing the five-city study suggested was if a company, especially large corporate entities, could be convinced to adopt what you would call a positive no upper stated policy, as against no age-limit policy that there seemed to be some difference in the extent to which persons of older age are employed -- in companies in which the policy was stated: "This company employs workers of all ages; applicants of all ages should be interviewed," and the like. This would pertain as much, I guess, to sex, race, national origin, etcetera, as it would to age. But this kind of positive policy seems to have some value in influencing both personnel officers and also other persons hiring workers, such as factory foremen and the like.

MISS RITTENHOUSE: I don't know why you people don't do this yourselves, but it is a good test of the way I recorded it. So perhaps I better start with it.

Mr. Sprenger pointed out that the project started with the notion that the older worker should be channeled into a given group of occupations and a given industry, in effect. That is, the service industries. And they found out that they couldn't make a go of that in terms of placement for two reasons. One was that the service industries which I may remind you have been urged on us for the past two days as the place to which all older workers were referred -- paid lower wages than some of these middle-aged workers are willing to accept. So, therefore, they simply will not take the jobs. So you can waste a lot of effort, I presume, in trying to exploit that area. A second reason is that many of these service occupations, you told us, required physical strength and endurance that these workers didn't necessarily have. If a man has been a bookkeeper all his life, it is not necessarily a case that he can operate as a janitor if he has to carry things and go up and down stairs and that sort of business. The real problem there, then, seems to be the wage level and the actual nature of the occupation.

Then, you said that the second mistake was to make too large a drive for job development in a situation that existed in Baltimore, anyway, because it turned out you didn't have candidates for the jobs. So that from the standpoint of demonstration project or an actual permanent agency like the Employment Service, perhaps -- or would you qualify that -- a drive for job development might be dangerous unless you are sure you can supply the applicants. Isn't that it pretty much.

MRS. HOLIBER: Miss Rittenhouse, I think in job development, the older worker services people in the Employment Service emphasize the sort of thing that Mr. Sprenger said he found out in his demonstration project -- that the time they can develop a job for the older worker is when they have had applicant in hand. And they are more successful under such circumstances.

So when an employer calls in, for example, for a secretary between the ages of 25 and 35, the Employment Service interviewer who has a 45-year-old person of considerable competence in hand, can frequently persuade the employer to interview that person and frequently can effect a hire.

MISS RITTENHOUSE: Well, to put it in Mr. Sprenger's language, their third try was the most successful. At this point, they went in for detailed and concentrated counseling to help the older workers find the jobs which they would not normally get because of their age. They matched the workers with the jobs; they omitted emphasis on social-emotional factors or problems and analyzed the job strengths of the worker alone.

Right?

Would you recommend that as a general practice, or do you think it can only be done on a demonstration project?

MR. SPRENGER: I think it should be part and parcel of the Employment Service, this kind of an effort, this kind of individual attention to the older worker. And I just want to say that I think it is fallacious and certainly detracts from the diversity of the individual, his interests and his talents, -- of whatever age group -- when you pick out the particular type of service or industry on which he should concentrate.

MISS RITTENHOUSE: In other words, you are not much interested in sliding down the occupational ladder as Mr. Levine said this morning for these people?

MR. SPRENGER: The defeatism that the older worker sometimes feels results from this philosophy when in many instances, the only difference between his ability and that of a younger worker is his age. It seems to be a rather pigeonholed type of approach.

DR. FAHEY: Certainly it is foolish for job developers to develop jobs where they cannot get bodies to go into the job. This is wasted effort.

MR. SPRENGER: It is that.

MISS RITTENHOUSE: Dr. Fahey gave us a lot of interesting and I think quite upsetting information about training experience, since the people who didn't finish the courses, for example, were employed just as successfully as though they had, and so on. But he still feels -- is this right, Frank -- that a training program is an extremely valuable thing for the middle-aged and older worker if only because it gets him morally set up to feel that he is continuing in the labor market.

DR. FAHEY: Yes.

MRS. HERRMANN: I think the point that you just kind of threw in a little while ago is awfully important, too. And that is the effect on the future employer.

DR. FAHEY: Yes. He hasn't been employed for a year.

MISS RITTENHOUSE: Mr. Rosenberg had a number of recommendations. I think we can assume that he believes that legislation is helpful.

I was especially interested in taking down notes on what kind of legislation he thought was desirable. I was interested in his point about the necessity for the Commission to be able to initiate complaints. And his point that you should be able to control newspaper advertising. In a good many State laws, you know, there is no such provision.

Let's see what else we had there.

MRS. HOLIBER: The law has teeth. It can be enforced.

MISS RITTENHOUSE: Yes.

And, of course, there must be adequate funds and staff to enforce the law, or it does perhaps more harm than no law at all, because it is known and not observed.

You think also that legislation must deal with a situation of merit employment only. That is not to say you think that's the only way the situation can be dealt with, but that the only feasible way to legislate in this field is to set up a test of the merit of the case for employment on the part of the workers so that the age factor or any other irrelevant factor -- race or creed -- can be established to be arbitrary on the part of the employer.

MR. ROSENBERG: Yes. I would modify it slightly by saying that the initial legislation in this field must accept the fact that it is directed to the establishing of merit employment without any irrelevant considerations. In other words, the objective is the elimination of the barrier to employment, and not a requirement that you must have a certain percentage of older workers.

MISS RITTENHOUSE: And you pointed out in that connection, that, with enforceable legislation, you can't approach employers on the basis that they are being asked to help a disadvantaged group or that the community is being asked to pitch in and make a contribution toward the help of this subject group, because if you have penalties in the law, that's an irrational approach and certainly doesn't match up with a penalty type of provision, right?

MR. ROSENBERG: In connection with the enforcement provisions.

MISS RITTENHOUSE: Yes.

And you made the point that you thought that legislation does create a positive approach on the part of employers, the very existence of legislation -- legislation which is enforced, at any rate.

I have an elaboration of your reasons for that.

A positive approach on the part of employers is necessary because employers in general will always agree there shouldn't be discrimination, but they won't necessarily act on their belief unless they have the pressure of some such thing as a piece of legislation that continually reminds them of it and, indeed, even threatens them if they do act contrary to it.

MR. ROSENBERG: Supports them, I would prefer.

MISS RITTENHOUSE: Supports them in their public statements.

A law will lead to adjustments in stereotypes.

And you elaborated on the pension plan argument that is often put forth. That was worth noting. The State has taken a position, you remember he said, that the company cannot refuse to hire the worker because of its pension provisions. It can tell the worker that it will leave him out of its pension plan, or it will require a higher contribution from him if it is a contributory plan, or it will pay him a lower pension later, but it cannot take the pension provisions themselves as a reason for not hiring him in the first palce.

And it has also been asked of New York State employers to demonstrate that the entrance of an older worker into the company's pension plan will actually affect the actuarial balance of the plan. And I believe you said that so far, although there had been discussion of it, no such contention had ever been made and pushed through with any data of any sort.

MR. ROSENBERG: In other words, they could obtain an exception to the rule you stated before, if they could demonstrate that it was necessary. And that has not happened.

MISS RITTENHOUSE: Then, there were some points you made with regard to what should be done in passing a law. There should be a preliminary selling job, presumably by the Employment Service; that there should be hearings, although they are likely to be much more actively attended after the law is passed; that the State should be ready to answer specific legitimate questions and publish the answers, not keep them a secret from the public. And there should be some effort to find models of real success in eliminating age requirements. And there you spoke of the public employment experience in New York.

Now, I feel as if I haven't done Dr. Fahey's paper justice in terms of recommendations. Yours was really a fact-finding paper. Have you any recommendations you would like to make?

DR. FAHEY: There is one thing I don't believe I mentioned — that although many older workers enrolled in MDTA courses had poor educational attainment, their educational attainment was higher than that of the general group that Project ABLE had registered. And

I believe that this is a form of discrimination that is being practiced by MDTA. I have a feeling that workers should be selected in some random way to go into training programs, and then be put into a program on the basis of their test scores or however else they want to do it.

MRS. HOLIBER: I am sorry, I don't see that clearly. The Manpower Development Training Act, I believe, as amended in the Manpower Act of 1965, requires that before training can be initiated, there must be reasonable expectation of employment for the employees being trained in the specific program which is being initiated.

This would mean inevitably first deciding upon the numbers of persons who might conceivably secure employment in a particular occupation and then selecting the trainees.

DR. FAHEY: Only 17 per cent get a job in the occupation they trained for.

MRS. HOLIBER: I am not questioning, Dr. Fahey, the result of your investigations; I am saying those who are administering the law have to administer it in the way it was written.

MISS RITTENHOUSE: Does that mean that the law is interpreted this way -- that, as could easily have been the case in South Bend, if 90 per cent of the applicants were 50 years of age and over, then because there was no reasonable prospect of people 50 and over could get employment in that occupation, they would not set up a course for them?

MRS. HOLIBER: Well, I think there have been some attempts to get around this problem if I understand accurately what the people are doing. The Manpower Development training people found out pretty early in the game, I think, the same thing Dr. Fahey found out -- that the people getting training were cream-of-the-crop. And one of the things that they have attempted to do is institute multioccupational courses. I understand the first thing they do is have general training for everybody in these multioccupational courses, and there general training groups get to be quite large -- several hundred. And after X number of weeks, there is an attempt to determine the specific vocational training which will be provided for each of the members. And I think this to a certain extent does help the problem that you have described.

MISS RITTENHOUSE: I am not familiar with the general occupational training. I guess nobody here is. We don't know what that would be like.

MRS. HOLIBER: Some of it would be literacy. Some of it would be work habit. I think it has been more directed to the younger workers than it has toward older workers, because it is frequently the younger worker who has the problem. But it is an approach in any event, experimentation, which might avoid some of the type of criticism Dr. Fahey has suggested, at the same time remaining within the framework of the legislation.

DR. FAHEY: I wasn't really criticizing. I was just saying the data seemed to indicate this might be a good way to approach it since this is very young.

MRS. HOLIBER: I think there is a lot of experiment necessary with that program as with all this training legislation. I think recognition of this MDTA cream-of-the-crop approach is one thing that motivated the Office of Economic Opportunity type of approach.

But again, I think some of the studies coming out of this indicate differentials in screening, too. So it is probably not as simple a problem as we might hope it would be.

MISS RITTENHOUSE: It certainly isn't simple, I can see, because you have all the workers, we will say, with less than high school educations.

And, by the way, I suppose you all realize that it is the local Employment Service that screens the worker for the MDTA training. They can't get into it directly. They have to go through the Employment Service.

Now, the Employment Service may feel, or does feel, that an undereducated person cannot, for example, become -- I don't know -- the man who has to read blueprints. Does, however, the Employment Service feel that a man of 50 can't get a job anyway -- that's the thing I think we ought to address ourselves to -- even if he is a high school graduate? The law doesn't say, "for him", it says, "The occupation in which he is trained must be one in which there is a likelihood of employment."

I think that is what was bothering you rather than the educational problem which also exists.

MRS. HOLIBER: I think this probably is related. Only 11 per cent of the trainees are older workers, a much smaller proportion than the number of unemployed in the labor force who are over 45 years of age. Now, to what extent this is related to the screening and to what extent it is related perhaps to reluctance of older workers to take training and to other factors, I really don't know. There may be other factors.

For example, in some data it is apparent there are more women above the age of 45 in the Manpower Development Training programs than men. And the extent to which this is related to the willingness of women to accept training in fields of employment in which wages are low, service occupations, I don't know. But it suggests this may be a factor. Much of the training in the MDTA is in service occupations in which earnings are low, and women currently have lower earnings than men and lower expectations.

DR. FAHEY: I was going to say that in South Bend a substantial number of older workers were in training, so the criticisms nationally do not apply to this local situation. But we can see locally, how they still pick the cream of the crop, even when 25 per cent of the workers were over the age of 50, not 45.

MISS RITTENHOUSE: What is the nature of your recommendation, then, Frank?

DR. FAHEY: Many people don't agree with me, I guess, but my recommendation is that people who are over the age of 50 who are unemployed and meet certain qualifications be selected for training on a random basis. Then, the specific course that they would go into would be done on a selective basis.

MISS RITTENHOUSE: What do you mean by "selection on a random basis"? Forty per cent of the applicants should be 40 per cent of the trainees?

DR. FAHEY: No, no. I think they all should. But I think that's unreasonable at this stage of the game. But I wouldn't say the number because I don't know. But then they should be selected for specific courses on the basis of specific aptitude. If they are going to go into small motor repair, they should have the manual dexterity and the intelligence to handle that. And it may require imagination to develop training courses for people who are functional illiterates.

MISS RITTENHOUSE: There was a lot of discussion in yesterday's panels about how to train older workers. I don't know how many people attended those panels, but they held out a lot of hope.

MR. GRAVEEL: Does this complete your portion?

MISS RITTENHOUSE: That's all I have in the way of recommendations. And I can elaborate on the reasons you gave. I have more extensive notes than I read out.

MR. GRAVEEL: Are there any further comments from the floor? Anything?

MR. ROPES: I think many of these recommendations are complementary to one another. What I have written down here is the legislative approach and the nonlegislative. Under nonlegislative are drives to change employers' attitudes, movements by associations to bring the problems to public attention and emphasis on training older workers so they would hopefully be hired by merit. But if not, at least put them in some type of training program, as Dr. Fahey suggested.

I think these are complementary to a legislative approach. I think we need legislation and should recommend legislation to open the door after we have trained these people.

So these movements and these drives can be used in several ways to educate the public in the meaning and intent of the law. If the public doesn't accept it, it isn't worth the paper it is written on. And movements can be used to bring about cooperation from employers and obedience to the law.

MR. GRAVEEL: Anything else?

Any further comments from the panel? Anyone have anything to say?

DR. FAHEY: I enjoyed it very much.

MR. ROSENBERG: We thank you.

MR. GRAVEEL: We are adjourned.

(Whereupon, at 4:05 o'clock p.m., the meeting adjourned.)

Panel and Workshop IX

EMPLOYMENT COUNSELING OF OLDER WORKERS-- AN ESSENTIAL

The panel session and workshop were convened at 10:30 a.m., Tuesday, January 18, 1966, Dr. S. Norman Feingold, National Director, B'nai B'rith Vocational Service, Washington, D. C., presiding.

DR. FEINGOLD: I am Norman Feingold. I am the National Director of the B'nai B'rith Vocational Service and have attended the meetings of the National Council on Aging for almost a decade. The last time was when I was acting as Chairman of the Council on Employment of the Aging in Massachusetts. I listened last evening to the featured banquet speaker and his story of a father going back to college after 25 years and looking at his son's examination paper in Economics and finding the questions were the same. "But Dad," the boy quipped, "The answers are different." I certainly gained this impression by having attended some of the meetings here.

I have been thinking why I was chosen to chair this panel. I guess it is because my responsibilities in recent years have been in directing a program for youth in 24 offices in various parts of the United States and Canada. And of course youth eventually age. The one thing we are learning in the behavioral sciences is an interdisciplinary approach. And we start much earlier than we have in the past for all types of programs.

We have a very distinguished panel this morning. If I took time to give you their complete biographies, we wouldn't have time for discussion at all. So I am going to run very rapidly over the biographies of our recorder and resource person and then briefly introduce each member of the panel.

Our recorder, Frances Schon, is presently Employment Consultant with the OMPER-NCOA Older Worker Training Project. She is on leave from the New York State Division of Employment, where for eight years she has been State Supervisor of Older Worker Counseling and Placement. She is a career employee of the New York State Division of Employment, a professional member of NVGA, and a member of the American Personnel and Guidance Association. Miss Schon did undergraduate work at the University of Wisconsin and received a Master's in Counseling and Guidance from Columbia University.

Our resource person this morning is Roy Chelgren. He has been with the U. S. Employment Service, the national office, since 1963. He currently heads the Older Worker Services unit in the branch of Special Workers Services. He spent six years with the DM&IR Railway Company, a U. S. Steel Corporation subsidiary in Duluth, Minnesota. He has been on the staff of the University of Minnesota on two different occasions. He headed their College Placement Service at Duluth during various years. He has done personnel investigations for the U. S. Civil Service Commission. His education includes a BA from Jamestown College, and an MA degree from the University of Minnesota.

It is a pleasure to welcome our recorder and our resource person. I think now we are about ready to begin with our panel members.

It is a pleasure to introduce a friend of many years as the first speaker. Abe Stahler's present position is with the Office of Manpower Planning, Evaluation and Research, U. S. Department of Labor, where he has been Chief of the Division of Program Evaluation since 1962. He has had a number of important positions with the Government. He was Chief of the Division of Counseling and Special Applicant Services of the U. S. Employment Service from 1959 to 1962; he was Chief of the Branch of Employment Counseling from 1956 to 1959; and he served in other capacities as local Employment Service interviewer, counselor, State Supervisor of Employment Counseling. He has had a rich background in this field. He has also had excellent education and I am looking forward to hearing him. Mr. Stahler will speak on "Employment Counseling of Older Workers--the Nature and Extent of the Problem."

MR. STAHLER: Thank you Norm. There are many deterrents to the reemployment of the older worker, many of which you have heard here yesterday and today. There is a lack of suitable job opportunities for which they are fitted. There is discrimination from within. Even when there is no discrimination in hiring, there is often a lack or inadequate effort on the part of those charged with responsibilities for assisting older workers.

But a major deterrent we have found over the years to successful employment of older workers has been their lack of readiness for the opportunities that are available. And certainly in this present economy, opportunities are quite plentiful.

There are often, for example, inadequate skills for the kinds of jobs that are currently available. There is often a physical slowdown. There are frequently limited education and literacy difficulties. There are resistances toward job change, toward training, toward moving. There is uncertainty as to the kind of work they are actually or potentially fitted for. There are job seeking difficulties and ignorance of how to look for work or how to present their qualifications.

To help overcome such deterrents, counseling is indeed essential for a very large percentage of job seekers 40 and over before they are ready for placement. There is a great need for employment counseling, for personal counseling, for motivational counseling, for group, as well as individual counseling. Such workers bring with them obviously a slew of counseling problems with which I think we all should be prepared to deal.

A major problem obviously results from the tremendous change that is taking place in the nature of jobs. In our present job market, the changes are greater than ever before in the history of our nation. Workers who become unemployed, often after long periods of employment in certain fields of work, find themselves confronted with the need for a complete and drastic change in their employment goals. And they often find it very difficult to accept such change. They have often been employed for 20 or 30 years, they have grown accustomed to the job, they have felt secure and comfortable in it. To make a drastic change from it in their middle or older years becomes quite a severe problem to many of them.

There is also a reluctance on the part of many older workers to move to areas where jobs are, when, for example, their industry moves elsewhere along with the jobs and a job change would not be needed if they were willing to go along; or when the industry closes down but there are similar jobs in other areas. The older worker usually has deep social and community roots. He has fear and insecurity in leaving the area in which he has grown up. He simply feels comfortable where he is.

In an experimental and demonstration project of the NCOA in South Bend, Indiana, only about 20 per cent of the unemployed 50 and over interviewed expressed a willingness to move to another area. And when these were actually confronted with the decision of moving, a far lesser percentage was willing to make that change.

There is the further problem of attitudes on the part of many older workers, a result of repeated rejection by employers because of age, education or other reasons. They often acquire a feeling of defeatism, lose confidence in themselves and experience extremely low morale. After all, here they are: heads of families which look to them for support--and no employment apparently for an indefinite period. The result is often a feeling of utter hopelessness.

This is a problem which is perhaps one of the most challenging of all confronting counselors.

There is very often a great need for training or retraining, as was emphasized time and time again in the last two days here. Yet, there is a reluctance on the part of many older workers to undertake such training. They feel they have been out of the classroom too long, they are too old to go back to school, they are too old to learn. They are afraid of the learning process and afraid of failure.

They often have a fear of taking tests or of undergoing other appraisal because they are not accustomed to tests, unlike younger people who have been taking them through their school years and often after they leave school. They are afraid they won't be able to perform adequately in the tests, and that the performance will merely accentuate the failure they already feel, because of their inability to secure employment.

Hence, there is a great reluctance to undergo the appraisal process that is so essential for effective counseling.

As people live longer, they are more apt to have had accidents, more apt to have had illness. Hence, certain physical disabilities set in, which are more prevalent among older workers than among younger workers.

In the Seven-City Study made by USES in 1956, we found that about 22 per cent of applicants 45 and over in an experimental group, almost one-fourth, had a defineable physical handicap that needed to be considered in counseling and placement.

Besides physical disabilities, there is a physical slowdown that occurs through the very process of aging. As we get older we are less agile, as you well know. We can't run quite so fast, run up the stairs quite so easily. There is somewhat diminished vision and hearing, somewhat lower finger and manual dexterity, less eye-hand coordination, and slower reaction speed. These, too, are problems that the counselor must be alert to.

As has been emphasized, particularly by our speaker last night, older workers generally have a lower educational level than younger people. Vast numbers of employers require a minimum of high school education, and this requirement constitutes a real challenge in the counseling and placement of many older workers.

Perhaps one of the most challenging of problems is the fact that many older workers lack insight into their limitations. After all, they have been working for a long period of time, and they assume they have been suitable and satisfactory workers. It is hard for them to accept that there are limitations that must be recognized in changing to another type of employment.

Once they have made a sound occupational choice, and even have prepared for it, there is often difficulty with job search. Most of them have not had to look for a job for a long time, so they don't know how to go about looking for one. If they do know where to go, they often don't know how to present their qualifications effectively. Even though they may have excellent qualifications, they often are not too good salesmen and this too is a problem that a counselor must be very much aware of.

Finally--I don't mean to say there are no other problems, but these are the primary problems we are aware of--there is a problem of adjustment in the new job. Again, since it often is a new kind of work, they sometimes have a fear of failure, of not succeeding. For, it is a new environment, in many cases, in which they will be working. There are new relationships with supervisors, foremen, and co-workers, with attendant problems.

I cite these many and varied counseling problems presented by older workers not to discourage would-be counselors or to depreciate the excellent qualifications and potentials older workers have for employment, but to emphasize the great need many have for counseling in order to be assisted in choosing, preparing for, and re-entering employment. Too often the need for counseling of older workers is overlooked because, unlike youths, they usually have long work histories. But we must be concerned not so much with what they have done in the past as with what they might satisfactorily do in the present--and in the future.

With regard to the extent of counseling need, we have found in Employment Service studies that between 25 and 30 per cent of workers 45 and over, who are unemployed, are in need of counseling service in order to obtain satisfactory re-employment.

In actual practice, however, due to staff limitations and emphasis on counseling of youths, between 6 per cent and 7 per cent, about one-fourth of the number of older workers in need of it, are receiving counseling service through the Public Employment Service.

About 1,700,000 workers 45 and over applied for employment assistance through the offices of the Public Employment Service during the past fiscal year. Of this number, only about 116,000 were provided counseling service. You can appreciate what a long way we still have to go to even begin to meet the counseling needs of the older worker, particularly since the bulk of counseling that is provided to older workers seems to be furnished by the Public Employment Service.

The need for counseling, of course, will be on the upgrade, not on the downgrade. Changes are taking place in the job market at an accelerated pace, and the more the changes, obviously, the more counseling will be needed to assist older workers to obtain new jobs.

As I pointed out, a large per cent will have to get training, in order to find reemployment. As was mentioned this morning, over one-fourth of unemployed people are workers 45 and over. The active files of the Employment Service constantly show a 26 to 28 per cent figure. And yet less than 11 per cent, almost one-third of all trainees entered so far in the Manpower Development and Training Program are 45 or over. I suspect that one big reason we are not reaching them for training is that we are not beginning to reach them for counseling. For, as a result of effective counseling many more of those who need training would, I am sure, be willing to enter the training that they need.

In view of the nature and extent of the counseling problems presented by older workers, I think we have to face up to many questions that need answers. I would like to throw some of these out today.

Perhaps these questions may help stimulate us to think through some of these problems during the rest of the day.

For example, there is the problem discussed by Dr. Aller yesterday and Dr. Levine this morning--funds. If there is that much need for counseling service, to what extent can we hope to have funds available to provide the counseling that is needed?

Assuming that funds are made available, to what extent can we hope to recruit or train qualified counselors to meet the needs?

To what extent can we expect counselors to devote the amount of time for each interview that is needed? (And, generally speaking, older workers, we find, require a great deal more time in the counseling process than do others.) To what extent will the required time be made available to counselors serving older workers?

How can we motivate office management to see to it that the resources that are made available for the counseling of older workers are actually utilized for that purpose and are not diverted to further serving younger people, or to other activities?

Another question, particularly in this day and age, is: To what extent should we reach out to interest and motivate older persons (as is being done with disadvantaged youths) to come in for counseling and other needed services? Should we passively wait for those who happen to come into the office, or should we really reach out to interest and motivate persons who don't come in of their own accord.

I think we also have to face the basic question of: How adequate are measures for appraisal of the interests and potentials of older workers? We know that tests that have been standardized for younger people do not usually work out so well for older persons. To what extent do we have, or can we soon hope to have, appraisal measures that would be satisfactory in evaluating the potentials of older persons?

Furthermore, how adequate are our methods, techniques, and knowledge to motivate older persons and to help them change attitudes--change jobs--take tests--and enter training? How effective are the techniques that are known? What other techniques are still needed?

How well prepared are we to provide group counseling, which has been found to be an effective device in dealing with the problems of older workers, in addition to individual counseling?

As I tried to emphasize earlier, it is usually more difficult for an older worker to change jobs frequently, certainly more difficult than for younger people. Hence, the type of work that he chooses and trains for should be the type of work that, to the extent possible, will provide a reasonable opportunity for steady employment. How adequate and realistic is our current occupational information, and how useful in helping older workers select occupations that offer a reasonable expectation of continued employment?

We have found that many older workers need counseling not only when choosing training and employment, but throughout the training process and often when they enter employment. How well prepared are we to provide continuing counseling to older workers throughout training and even during employment?

Finally, what role, if any, should non-professionals and volunteers play in efforts to reach and counsel older workers? (It's a highly controversial question but needs to be faced up to in view of the critical shortage of well-trained counselors.)

I hope that we can at least discuss some of these questions later in this session in the hope that we can perhaps make appropriate recommendations to Government agencies and others concerned.

I realize that all of these questions can't be answered here. But I think they are worth pointing out and thinking about, and discussing, and perhaps stimulating at least some preliminary suggestions that might be further thought through in Governmental and other circles.

I think that the need for counseling of older workers has been demonstrated widely. It is almost beyond question that counseling is essential for a large proportion of older workers before they can be successfully helped to enter suitable employment. The question that most needs answering is: What can be done to assure that adequate provision is made for them to receive it?

DR. FEINGOLD: Thank you, Abe.

Our next speaker is Mrs. Marguerite Coleman. Until recently Mrs. Coleman was the Director of Special Services Placement Service of the New York State Employment Service. During her directorship, the New York State Employment Service started one of the first special counseling and placement services in the country for older workers. She wrote the first manual for public employment and counseling services on older workers. She is a member of the APGA and professional member of the National Vocational Guidance Association. It is a pleasure to introduce Mrs. Coleman. She will speak on "The Older Worker Counselor--The Need for Specialization."

MRS. COLEMAN: I believe that any action program designed to facilitate the successful re-employment of older workers must recognize and accept three basic facts.

Fact Number One. Unemployed older workers do experience greater difficulty in finding employment, re-employment, and the training opportunities that might enhance their successful re-employment.

Fact Number Two. Significant numbers of older workers do need special counseling and special placement help to achieve successful re-employment.

Fact Number Three. Many unemployed older workers with professional help, can become successfully re-employed.

I shall make only a few comments in respect to Fact Number One, that while progress has been made in the past 10 to 15 years in lessening the difficulties experienced by older workers in finding employment, even recently made studies still show that older workers are more likely than younger workers to exhaust their unemployment insurance benefits without finding re-employment, and employers in many states and localities are still placing age limits on many of the job orders they give to offices of the public Employment Service.

The statistics of the training programs made available under the Manpower Development and Training Act show that relatively small numbers of older workers are participating.

Most important, I think, we all live and work in this society, and we know from personal experience that it is difficult for an unemployed older worker to get a job and we know the tragic consequences to the individual and to our society of this state of affairs. We really should not need any more conferences on this subject or any more studies of this subject. And yet, with the exception of a few hundred dedicated people, the older worker problem seems to be a problem that our society prefers to ignore, a problem that we seem to hope will somehow just go away if we pay no attention to it.

In respect to Fact Number Three, we have had many examples around the country of different experiments that have been tried successfully in assisting unemployed older workers into effective re-employment. We are discussing some of the most recent of these experiments at this conference.

The statistics of the Public Employment Service and private non-profit agencies show a direct correlation between the availability of specialized counseling and placement service to older workers and the increased placement of older workers in jobs. Yet, as other speakers have said, the statistics also show that in the Public Employment Service the number and percentage of unemployed older workers who receive employment counseling service is low compared with the number and percentage of, for example, youth who receive employment counseling service. And the statistics show that among private non-profit agencies the number of agencies that provide employment counseling, training, and-or specialized placement help to older workers is pitifully small compared with the number of such agencies that offer similar services to, for example, youth or the physically handicapped.

As has been said before, repeated studies made in various offices of the Public Employment Service indicate that a significant number of job seekers over 45 years of age do need special placement help in securing re-employment. Without such help, these workers can and sometimes do remain unemployed the rest of their lives.

What kind of special service do these unemployed workers need and what kind of professional staff is needed to provide effective service?

First and basically they do need employment counseling service. Employment counseling service might be defined as the process or the art or the science, whichever word you prefer, of assisting a worker in analyzing his vocational problem, of assisting him in analyzing and recognizing his vocational and occupational strengths and weaknesses, of assisting him in relating his occupational strengths, weaknesses, interests, and desires to the labor market and to the demands of jobs and employers, of assisting him in making a plan to utilize or enhance through training his occupational capacities in getting a job, and finally, through this whole process, of giving him a better understanding of himself, his values, and his goals, so that hopefully he will succeed not only in solving the immediate problem, but will be enabled to handle future vocational crises more effectively.

A large order? Yes. But absolutely essential to the successful re-employment of older workers, who are experiencing difficulty in securing employment.

Now that we have defined employment counseling in at least a general rough fashion, what does this really mean? In an employment counseling situation, specifically what does the counselor do and what must the worker do?

We have said that the first thing the counselor must do is to assist the worker in analyzing and defining his vocational problem. Obviously on the surface his vocational problem is that he cannot find a job. However, here as in so many situations involving human problems, the significant question is not what but why. The what is that the person remains unemployed, but the real problem is why he continues to remain unemployed. Until both the worker and the counselor can determine and accept the "why" of the continued unemployment, very little effective further action can be taken.

The reasons for continued unemployment are highly individualistic. No two workers have exactly the same problem, and frequently in individual cases the difficulty may be a combination of problems. In many cases the problem results not alone from a worker's characteristics, nor alone from the labor market or employer demands and requirements. Frequently the problem involves the interaction between the worker's characteristics and the labor market or employer demands and requirements.

Let me give you a few specific examples. A worker may be completely qualified and competent in every respect, for the jobs that are available, but the worker does not know where or how to look for a job or how to participate effectively in an employment interview; or the worker may be demanding employment conditions that are unrealistic.

Conversely, the worker may be completely competent, qualified, and realistic, but the employer's personnel department or hiring agent or even the employment interviewer in the Employment Service office may never give the worker an opportunity to present his qualifications, because any or all of these key persons may be operating on the assumption that "everyone knows that a worker of such and such age can not do such and such kind of work."

In respect to this latter problem, I do wish to say that my experience has been that laws prohibibiting discrimination on age have been most effective. Such laws do increase the older worker's opportunity to present his qualifications, and this opportunity in itself increases older worker re-employment if the older worker knows how to present his qualifications effectively, if he knows how to participate effectively in employment interviews, and if he can control a sometimes-present propensity for talking himself out of the job.

I am convinced that the evidence of real unemployability is little, if any, greater among middle-aged workers than among younger workers.

What I mean by unemployability is incapacity to perform successfully and profitably on any kind of job.

Many middle-aged and older than middle-aged workers who today find it very difficult to secure employment were not considered to be unemployable during World War II when the economy needed the services of every pair of hands. When we have great need for example for skilled and experienced machinists, age 72 is not a barrier to employment. But when we have an over-supply of machinists, "everybody knows that a man 55 is too old to be employed effectively as a machinist."

In addition, the ability to get a job and the ability to hold a job are entirely different things. And many older workers who can hold jobs quite successfully, are sorely lacking in their own ability to get a job.

To give another example of the kind of problem frequently encountered in older worker counseling, the older worker may no longer be physically or emotionally competent to perform successfully in the kind of job and work situation which represents his occupation or his career, but he may be unwilling or unable to accept this state of affairs, or, conversely, the worker may still be completely competent, but his occupation or his career may have been wiped out by technological change, or the moving of that industry to a different part of the country, or by the mergers that have resulted in a sharp decrease in the number of workers needed.

For the worker and the counselor, each of these different kinds of situations present different kinds of problems.

The next vital service that must be performed by the counselor is ascertaining and evaluating the vocational strengths and weaknesses possessed by the worker. It is in this phase of the counseling process that I think you get the greatest differences, the most marked differences in technique and skill between counseling older workers and counseling, for example, youth. Generally the vocational assets possessed by older workers and those possessed by youth are light-years apart. The information to be obtained and the relative importance of the various information factors differ with different age groups. Traditionally vocational guidance and employment counseling have been considered to be services needed by youth, and so traditionally counselors have been taught to obtain and evaluate those information factors important to the end-result of a sound vocational plan for a youth. When counselors trained to serve youth attempt to apply the same standards, methods and techniques without modification to the counseling of older workers, the results are not successful.

In counseling youth, the counselor is trying to obtain and evaluate the information necessary to attempt to estimate the probable vocational potential of a relatively inexperienced and untried worker, a worker whose entire occupational life is in the future.

In counseling an older worker, the counselor is normally dealing with a person who has a long and more or less successful occupational past. Few people, regardless of the extent of their formal school education, can live and work for 20, 30 or 40 years without acquiring some knowledge and maturity and skill that have occupational significance.

In counseling older workers, the counselor is not generally attempting to evaluate the potential of a person in a thus-far untried new world. In counseling the older worker, the counselor is trying to ascertain and evaluate acquired and already tested skills, experience, knowledge, and their values. To most of youth, the world of work is a still vast uncharted land of seemingly endless opportunities. To most older workers, the world of work is something that has been experienced, and from this experience has come occupationally significant knowledge and usually some disillusionment.

It is therefore vitally important for the counselor of older workers to recognize and show appreciation of the fact that the worker may, in some respects, have experience in the world of work that surpasses the experience of the counselor. It is necessary for the counselor to obtain in very specific detail all information about all of the worker's past experience, not only in terms of occupational titles, but, more important, in terms of skill acquired, degree and level of responsibility, and the worker's reaction to the working climate in which the work was performed. In other words, in counseling older workers it is not enough to know that the worker was a bookkeeper for example. It is equally important to know exactly what tasks he performed, in what industry, in what kinds of settings, with how many other people, with what kind and degree of supervision.

For a variety of reasons, it may not be possible for this older worker to secure re-employment as a bookkeeper, but one or more of the occupational ingredients of his previous experience as a bookkeeper may enable him to secure re-employment in another occupation.

Obviously this means that an effective counselor of older workers must have a wealth of knowledge about a wide variety of occupations, a wealth of knowledge about the specific skills required in a wide variety of occupations, and finally, a wealth of imagination in visualizing what this worker has that is in demand in industry.

After the counselor and the older worker have determined what the problem is, and after they have gone through the intensive process of determining the worker's vocational assets and relating these assets to work opportunities available in the labor market, the next obvious and important step is to try to get the person a job or the additional training that may be necessary for a job. In this phase of the counseling process, that is job placement or the enrollment of the worker in training programs, the older worker counselor frequently encounters at least one of two road blocks, and in some instances both road blocks in the same situation.

One road block may be the necessity of selling the older worker to the employer or the training agency. The second road block may be persuading the older worker, as Abe Stahler said, that he can get the job and he can do the work or that he can learn and succeed in the training course.

Amazingly, the employer is frequently the person easiest to sell. Amazingly, many employers are willing to give the older worker counselor the opportunity to detail the evidence that this worker does possess the qualifications necessary to successfully perform the job, which the employer wishes to fill. And amazingly, many employers then express a willingness to hire the older worker and to give him a try-out. Officials who are responsible for selecting trainees for entrance into training programs or courses are more reluctant sometimes than are employers to approve an older worker for training.

In all fairness to these officials, it must be recognized that they do have a responsibility to give consideration to two unknown factors: one, does this trainee give evidence of ability to learn a new occupation successfully in an educational setting; and two, does reasonable prospect exist that at the completion of the training an employer can be found who will be willing to hire the trainee.

In a society in which "everyone knows that it is more difficult for older workers than younger workers to learn new things," and in which "everyone knows that employers are reluctant to hire older workers," we should not be amazed that employment interviewers and training officials may show some reluctance in approving older workers for training courses. Such officials simply are humanly reflecting the attitude prevalent in our society. So one more task of the older worker counselor is education of employment interviewers and training officials. This can be done, it has been done.

Next, the older worker counselor frequently must do a considerable amount of work with the older worker himself. The older worker, too, lives in a society that patently believes that older workers are less desirable than younger workers. So again we should not be amazed if the older worker believes this. The low morale problem, the feeling of insecurity frequently compensated for by undesirable personal characteristics, the natural fear we all have of the unknown, the reluctance we have to move out of our comfortable rut, these are all problems that the older worker counselor meets and must try to help the older worker overcome.

Many techniques have been tried and are being used successfully in this area of personal and supportive counseling. Group guidance sessions, role playing, preparation of employment resumes, use of employer advisory panels. And any and all of these techniques can be helpful and may be necessary in individual cases.

Employment counseling is a basic and important process leading hopefully from unemployment to employment. But it is a process that is not an end in itself. It is a process that leads to a goal, employment. Granted, the goal can not always be achieved, but attempting its achievement is, I believe, an integral part of the counseling process and hence, I believe, a legitimate function and responsibility of the counselor.

In conclusion, I should like to propose some recommendations for furthering and improving employment counseling service to older workers.

The first recommendation I would suggest is that multi-service agencies, like the Public Employment Service, and large private non-profit agencies, be encouraged to hire, designate and train counselors whose specific and sole responsibility is the provision of direct personal counseling and special placement service to older workers.

In suggesting this recommendation, I am aware that it is completely contrary to the recommendation made by Mr. Levine this morning. However, I make it because I believe that without such specifically designated staff, what theoretically is everybody's business tends to become nobody's business, and because I hope that in this paper I have convinced you that successful counseling of older workers necessitates special training and supervision of the counselors who are to perform this service.

I don't believe that any one human being can be trained in the peculiar techniques and methods needed for successful counseling of youth, the physically handicapped, women, older workers. I think they present different problems requiring different techniques and methods, and that you must have specialization if you expect to do the job right.

The second recommendation I would propose is that some agency like the National Council on Aging or the United States Employment Service, or some university, study and analyze the specific areas of significant differences in methods and techniques of employment counseling service to older workers, as contrasted with such service to, for example, youth or the physically handicapped. And that universities then prepare and offer courses specifically designed for the training of counselor staff to serve older workers. Because remember the things I have discussed in my paper this morning have resulted from the experience of one Public Employment Service in the country. I am sure other Public Employment Services, other non-profit agencies, have also, as a result of their experience, learned what some of these significant differences are. But at least as far as I know, this material has not been pulled together, it has not been analyzed, it has not been synthesized. And, at least so far as I know, there are at the moment no special training courses in universities specifically designed to train people who are going to serve older workers.

My third and final recommendation is that all agencies and specifically governmental agencies, in preparing their budgets, recognize that a serious older worker problem does exist, and recognize that this problem can be solved or at least helped by the continued and continuing financial support necessary for the hiring, training and supervision of professional staff to engage in continuous research to design and re-design training courses for older workers and to provide employment counseling and special placement service to older workers.

Thank you.

DR. FEINGOLD: Thank you, Mrs. Coleman.

Our next speaker is Herbert Watkins, Director of Personnel Relations for Graflex, Inc. in Rochester, New York. He is currently chairman of the New York State Employment Service Employer Advisory Panel for the Handicapped and former chairman of the Employment Service Advisory Employer Panel for Older Workers. In addition to his full time job, he is a member of the faculty of the evening college of the Rochester Institute of Technology and a Director of the Genesee Valley Medical Care, that is, Blue Shield. He serves as vice-chairman of the Industrial Management Council and Industrial Relations Group and is a member of the Industrial Management Council, the Joint Education Industry Committee, and the Rochester Committee for the Employment of the Handicapped.

Mr. Watkins is a graduate of St. Lawrence University and has held research and assistant teaching positions. His subject will be "The Employer Panel--A Resource for the Older Worker Counselor." Mr. Watkins, it will be a pleasure to hear what you have to say.

MR. WATKINS: Thank you. To some degree I feel like a sacrificial lamb. As a member of industry, I sense an implied criticism, perhaps, of what industry has done to the older worker. Perhaps by outlining the program that we have conducted in Rochester, I can give evidence that industry has provided a supportive service to the older worker counselor.

May I put this in perspective for you. A man 52 years of age is introduced by the older worker counselor to a group of five men and a woman, seated at a large table. Another woman is somebody obviously set up to take notes. This man is married, and has several children. He is a high school graduate and has had two years of college, no degree. He has held four jobs, but his main course of employment was with the XYZ Company where he worked for 18 years as a supervisor of the billing department. He had a fill-in job this past summer as cashier at a race track. He is unemployed. He has been for eight weeks. Before the fill-in job, he was unemployed for five months. His wife is now working, doing general office work in a small office. He would like to earn $7,200 a year, but would accept a job at $125 a week or $6,500. He would like a job locally, but will relocate if he has to.

He is discouraged, his age is against him or maybe it is because he doesn't have a degree.

Is this a true case? No. This man, to a degree, is a composite of applicants that have appeared before the Advisory Employer Panel for Older Workers at the New York State Employment Service in Rochester, New York. He is the typical applicant seen by this panel since its creation.

The panel approach is a technique devised by the State Labor Department's Employment Service to utilize local employers as a panel of experts to help older workers in locating jobs.

The Rochester Advisory Employer Panel is the second such in New York State. The first one was established in Utica, in 1962.

The Rochester Panel operates through the combined efforts of the State Employment Service and the Industrial Management Council. Grace Kime, the guiding light and older worker counselor at the Rochester Professional and Commercial Placement Center of the Employment Service, selects and briefs job seekers regarding the panel.

The panel members primarily come from the employment field of the local business organizations. Their job on the panel is not policy-setting or administrative. It is a shirtsleeve operation, geared to get down to the nuts and bolts of a particular individual and why he can't get a job.

The Rochester panel was established in April of 1963. In an area of high employment, characterized as one of the tightest labor markets in the country, the panel has seen 57 applicants. The ages of the applicants range from 43 to 60 years of age, with an average age of 52. They were predominantly male, only 12 per cent female. Seven per cent had not completed high school. Nineteen per cent were high school graduates and went no farther. Fifty-five per cent had some training beyond high school, and 19 per cent were college graduates.

In general the men were married, with families, and the women were self-supporting. Sixty-eight per cent of all applicants related to one main job, with an average service of 18 years, ranging from 10 to 14 years service with a single employer. Jobs held were, in the main, administrative and sales, with a high representation of supervisory responsibility. Job titles ran the gamut--and I think you will find this surprising--advertising and sales manager, purchasing agent, contract advisor, vice president of sales, personnel manager, tabulating manager, treasurer, credit manager, tax examiner, and radio and TV broadcaster, and teacher, to name a few. Individuals in part who were trying to "descend the ladder gracefully."

May I talk about the composition of the panel for just a second.

The panel members were selected for their knowledge of the job market and the requirements for jobs as well as their expertise in assessing applicants in an interview situation.

In terms of personal characteristics, they were best selected when they were service-oriented. And analytical and candid, yet possessed that quality of empathy. Most important, in the aggregate they represented the fields of manufacturing, retail sales, banking, hospital service, education and small business. And, not the least, they had to withdraw from a busy schedule to meet once a month to wrestle with the inconsistency of an unemployed applicant in an oversubscribed labor market.

Let me talk briefly about the conduct of the panel. The panel's activity in session breaks down into three fundamental phases.

Prior to entering into Phase One, as I shall describe it, there is that initial ice-breaking ceremony, that attempt to put the applicant at ease, to establish rapport. This is not as difficult as one might imagine. The decision to appear before the panel follows hurt and door-slamming experiences. Despair is negative motivation, true, but, nonetheless, it is adequate motivation to accept help.

As a side note--we particularly noted this--when the aplicant appears before the panel too soon, when he hasn't experienced some of these door-slamming experiences in depth, the impact of the panel is considerably less. Somewhat like the alcoholic, perhaps, that has to taste the bitterness of his situation.

Phase One is the inquiry or fact-finding phase. It starts out with the applicant relating his education and work history. This is done despite the fact that each panel member has a written synopsis about the applicant before him. It is essential to hear him tell it, to see where he puts the emphasis, or fails to.

The applicant is drawn out and the questions of the panel are characterized by how and what. What has he done to get a job? How did he get his leads? What did he ask for as salary? How did he explain his reason for leaving his last place of employment?

The entry into Phase Two is not sharp, but rather a gradual shifting of direction. This is the critical analysis phase. It is done out loud. It is characterized by questions that lead off with why. Why doesn't he have a resume, why is he limiting himself to one job.

Then come the statements. The statements are flat and direct. "Stop relying on friends." "Deal with the people whose job it is to hire." "Your attitude is showing. If I were interviewing you for a job, and you displayed that attitude, I wouldn't hire you."

Now the panel had to learn by trial and error that this was the right thing to do, even though it quarrelled with their sense of propriety. They felt perhaps they were being harsh on the applicant. Perhaps this appears negative and demoralizing. However, the acceptance is amazing. The applicant wants to know why he failed to get a job. He has rationalized age, but it is something he can't deal with. Age is something he can't change. How much better he feels to have some concrete evidence of where he went wrong, where he has erred in the interview situation. He is getting this in the panel interview. It is instant feedback from an interview. This he can cope with. This gives him something controllable to work with.

Phase Three is literally brainstorming. It is the throwing out for consideration all possible applications of the man's talents. It is the uncovering of all possible uses of his educational, vocational and avocational experiences. It is positive, it is stimulating, it sweeps up the applicant in a surge of positive innovative thinking. The results here are quite amazing, as everyone gets carried away with the task at hand of finding an avenue for this man to go down to get a job.

When all of the avenues have been exhausted, the applicant is asked to step outside of the board room, while the panel prepares a summarization of their recommendations.

Upon his return, the chairman summarizes the recommendations, emphasizing the crucial points. This is the report to the applicant, carrying with it the full impact of group opinion, of so-called -- and I use that advisedly -- experts in the field of employment.

Now the objectives of the panel, if I may. From the preceding it can be seen that the panel has definite objectives. In summary they are: One, to open up for the job seeker new avenues of employment, to find related jobs beyond the narrow confines of his own experience, to develop new job concepts from old skills, interests, hobbies, and latent talent, to stimulate innovative thinking about the utilization of himself for work.

Two, to help the job seeker organize his search, to plan activity for job seeking, to use the available tools of the resume, the cover letter, industry listings, employment resources and so forth.

It never ceased to amaze us as a panel how many of the obvious steps had been overlooked. There seems to be a confusion that exists for the older worker when he finds himself out of a job after a long period of employment.

Three, to assess the applicant and counsel accordingly, to tell him what he doesn't hear at the employment interview, to give him the feedback that provides for corrective action.

Four, to motivate the applicant who needs vocational counseling and-or retraining, to take the necessary steps, to tell him where he can get testing services and vocational counseling, to tell him why he needs training and how he can get it.

Five, to restore his confidence, to eradicate the vulnerability he feels from being unemployed, to do away with the confusion, the missing of obvious steps and the panic of repeated rejections.

Now if I can give you the results and some observations.

In the final analysis, success in this type of program is measured by jobs attained. In this respect, approximately three out of every four applicants that appear before the panel find employment. There were some out and out failures. To mind come at least four cases where we just didn't strike pay dirt. We knew it, we knew when the man left he wasn't going to find employment, and we felt that he, because of his attitudinal problems was at that particular point pretty unemployable.

Now, is the panel a replacement for the older worker counselor? Absolutely not. It is a supplement and a supportive service. It is wrapped around and built around the older worker counselor and the job that the older worker counselor is doing.

What is significant about the panel? That in the proper environment and probably after certain negative employment experiences, a group opinion expressed by job experts has great impact on the individual and can change relatively fixed attitudes.

From the panel experience what problems face the older worker?

One, what the older worker had to qualify him originally is inadequate today and employers will not permit an exchange of experience for the entrance requirement of education and specialized training.

Second, his perceptual rigidity increases with the need to defend his position. Therefore he is least likely to help himself.

What about the panel members? This is an education for them, and what better way is there to remove the problem of unemployed older workers than to have them coached in jumping the obstacles of the selection process by the very people who set them.

Thank you.

DR. FEINGOLD: Thank you.

Our final speaker is Ray Ziegler.

Mr. Ziegler has a most interesting background. Starting off as a school drop-out for a few years, and doing a wide variety of jobs, from bootblack, bell hop and bus boy, he went on to get a Bachelor's and a Master's degree in Counseling and Psychology and an LL. B. degree. He was in the service for 20 years, encompassing World War II and the Korean Conflict.

He is the originator of the Creative Job Search Techniques program, which has gained a good deal of press and magazine coverage. At the present time he is Director of the Senior Worker Division of the Oregon Bureau of Labor. He will talk to us about "Group Counseling in Creative Job Search Techniques."

Mr. Ziegler.

MR. ZIEGLER: It is my pleasure to have this opportunity to share with you a tried and proven idea -- the Creative Job Search Techniques which have been quite helpful to many thousand, long-term unemployed and underemployed individuals ranging in age from 15 to 80-plus. These are group guidance and counseling techniques that have been applied by my staff and myself for more than six years. -- They have a continuing effect upon the individual who implements the techniques and tend to make that individual self-sufficient and self-reliant in the economic jungle that we call the American Labor Market.

I'll start at the beginning and explain how this came to be before I discuss the techniques. We are Fair Employment Practices administrators (Age Discrimination policemen). We administer Oregon laws prohibiting age discrimination practices in employment for Oregon Senior Workers -- Who are: All workers between ages 25 and 65 years! We use as our primary tools education, persuasion, conference and conciliation; therefore, it should be easy to see that we must be objective and forego sympathy, if we are to be effective. We weigh all facets of a situation before coming to a conclusion. Consequently, we discovered early that age discrimination is a two-edged problem -- One edge is the employer, the other, the senior worker. We also discovered that the average American is abysmally ignorant of the workings of our economic system, woefully lacking in knowledge about the work-a-day world and the labor market on which he depends for the means to earn a livelihood. We also discovered that little or no guidance and counseling service was available to the person who could not afford to pay for it, and that what was available free was not available in quantity. Under the traditional (clinical) approach of one counselor to one counselee, per period, five or ten counselors just can't serve the needs of 30,000 to 40,000 people who are out of work.

When this became apparent, we began to experiment with teaching job search techniques and to develop techniques that might motivate toward "self improvement." During Phase One (January 1960 to January 1962) we commenced our program in the conference room of our Labor Bureau, after office hours! We found that if we exposed an individual to labor market facts, the businessman's outlook on employees, some insight into what the individual had been (personal inventory), what he was as compared to others (testing), and what he might become (analysis of inventory/testing as related to the labor market, both present and future) -- we had a person who had a goal and a person who quickly found a job. Consequently, the program grew and grew, until we were forced to move to larger quarters. For a while we were migratory and used any free space that could seat 40 or 50 people. The structure of the participants changed to almost the age ratio of the labor force, with four out of 10 in the age 40-plus group. Father brought son; son referred mother; mother referred the daughter's husband, etc. Ninety per cent discovered what skills they had to sell, where to sell them and how to present a written image of themselves to a businessman so he would see all of their good points during the first five minutes of the interview -- the Resume!

Phase Two commenced on February 12, 1962, when we obtained full-time use of a classroom in the Portland Community College, where a pragmatic and enlightened staff of vocational and general educators have a notable reputation for getting the job done. Since that time we have held our classes one night a week, every week, except Christmas and New Year's. We will wind up the fourth year of Phase Two within three weeks. And, we will have provided at least three hours of group guidance and counseling to more than 10,000 fact-hungry people who wanted a job or a better job. The participants range from the illiterate farm laborer to the Ph.D. who was recently fired because he was too hard on his students in a local college. Some of the participants are now corporate heads, managers, superintendents, business owners, etc. I'll assure you that these men pay no attention to age in hiring -- only to qualifications. The cost in counselor/leader time is infinitesimal when one realizes that 10,000 individuals, receiving three one-hour counseling sessions each, would require 30,000 counselor man-hours under the traditional (clinical), one counselor-one counselee, approach. To provide an equivalent number of counseling hours, our program, over a four year period, has required only three hours of counselor/leader time, per week for 200 weeks, or a total of 600 counselor/leader man-hours.

I also want to emphasize that we do not advocate cessation of one-to-one counseling. We feel that more is needed! What we do advocate is that those counselors who possess the qualities needed in a counselor/leader be urged to employ the group techniques. Most will do so, if the bureaucrats will permit them to do so!

At the end of the second year of Phase Two a survey was conducted to ascertain what effect the Creative Job Search Techniques classes had had in motivating the enrollees to seek new skills or upgrade present skills through formal education. Previous surveys had netted answers from enrollees indicating that more than half sought further education and training, but since enrollee statements had been unverified, it was considered advisable to actually match our enrollment records with those of the Portland Community College. Therefore, we arbitrarily selected every seventh card from a total of 5,215 enrollment cards for the Creative Job Search Techniques Classes. The Portland Community College then compared this 745-card sampling group with the enrollment records of its Technology Division -- only the Technology Division. We found that 11% of the 745 Creative Job Search Techniques enrollees (84 enrollees) had subsequently enrolled in vocational courses taught by the Technology Division. Some of those are now actively engaged in their newly learned occupations. A 36 year old femlae former teletypewriter clerk is now a computer programmer; a 45 year old homemaker is a technical draftsman; another 50 year old homemaker is a power machine operator; and a 35 year old, $1.50 per hour service station attendant is a design electronic technician, working for a firm that makes algebraic computers. He is also being considered for a teaching position in the college where he learned about himself and his potential via the Creative Techniques.

Extension of the survey to embrace those who had taken the High School GED Test revealed that another 21, or 15% of those without high school diplomas had obtained high school equivalency certificates; these increased the number who did something about upgrading themselves to 111 of the 745 selected at random for the survey.

Altogether this indicated that 14.9% of our enrollees either enrolled in training courses at the Technology Division of the school, or took the GED Test to get the High School Equivalency Certificate after they completed the CJST classes. And, these measurements were limited only to those two areas covered by the survey. We know that many others went on to the local private schools and other colleges to upgrade their skills. Conclusion: Expose a man to his potential and the means to achieve it and he is likely to establish a goal and take positive action to attain it.

What makes a person, what that person has become -- male or female. Aside from genetic and inherited factors we are told by leading social scientists that a person becomes the product of the sum total of his lifetime experience. Therefore, to use an analogy we could compare a person's life experience to a wall mosaic, portraying a mountain scene, the product of an idea conceived in the mind of an artist and executed for all to see, through the assemblage of thousands of bits of colored glass or ceramic tiles glued to the wall. If a mountain scene were no longer required, the same artist could strip the wall, sort the pieces, reassemble them and glue them back on the wall to portray another scene -- say a lakeside scene, by using the same materials. Only the idea has been changed. Likewise, if a person who has one self-concept could reassemble his lifetime experience in a systematic and planned manner, he too might change his self-concept and pattern of life by rearranging it to present another way of life. A man at 50 years of age has experienced about 15,000 days of life since age 9. If he is taught how to record and evaluate those days, or units of experience, which can be compared to the bits of colored glass or ceramic tile, then he may discover bits of experience that qualify him to shift from the occupation of pharmacist or baker and to become a highly qualified, and much in demand, horseshoer or shipfitter. We have seen both situations occur in our Creative Job Search Techniques Classes. An unregistered, 56 old pharmacist, has become a shipfitter. A middle-aged baker is now a horseshoer.

What had happened to the pharmacist, the baker? Both men were long-term unemployed (3 months or more). The pharmacist had relocated from another state; he did not have a college degree; the baker became allergic to the flour used in the bakery. The pharmacist first found a job as a pharmaceutical salesman within a week after completing the CJST program; later he sought and found a job as shipfitter. The baker was shoeing horses at a higher rate of pay than he had earned as a baker within three weeks after he completed the 3-hour program. These men answered six open ended questions about themselves:

1. What things have I done to any degree of success?

2. What things have I done that others have commended me for doing in an exceptional manner?

3. What jobs have I held? (describe in detail.)

4. What kind of equipment can I operate?

5. What are the things that I really like to do?

6. What are the things that I do not like to do?

They treated each question as a separate entity and answered each question under the categories of Work, Study and Play. They answered them in writing, at home, after they had been exposed to the following labor market facts:

1. - A job seeker is a salesman selling human energy which is packaged in the form of the man-hour. He sells 40 man-hours per week, if he is to realize a full week's wages.

2. - The businessman is a consumer of energy -- Electrical energy by the KW hour; gasoline by the gallon; heating gas by the cubic foot; and human energy by the man-hour. He Must Be Sold By The Seller, that the energy comes from a stable and reliable source; that the energy will be available to him when he demands it; not only when the seller chooses to make it available.

3. - That few consumers purchase a product or a service from every salesman that makes a sales approach. Likewise, the job seeker may have to approach as many as 40 businessmen in order to make two or three sales. A Good Job Campaign Should Include 40 Job Applications to be Filed.

4. - Businessmen attempt to eliminate problem people early in the interview: time is money! Therefore, the job seeker must endeavor to get over as many good points as he can in the first five minutes. A Resume helps him do this. It also speaks for the person who finds it hard to talk about himself. The written word is taken as fact where the spoken word might be looked upon with some suspicion. The written word cannot very well be forgotten if it is in plain view.

5. - Businessmen know that 30 to 70 per cent of their time is spent on problem employees. If they could eliminate such employees, they would have more time to spend on their business and reap more profits. Consequently, they have pat and structured interview techniques -- The Resume helps the applicant because he throws the businessman off guard and makes him play the interview by ear. The Resume increases the applicant's chances, because he, the applicant, sometimes controls the interview by having pre-prepared answers to pat questions. "This Guy Did More For Himself Than The Others. Perhaps He Will Do More For Us. Hire Him Before He Gets Away!" Result: Job, regardless of age.

6. - Jobs are always available because people are people! Death, sickness, retirement, quits and fires result in a monthly job turnover of four per cent or more, per month, in almost any area. A town of one million people would have a labor force of 350,000 or more; therefore, the monthly turnover for these causes would approximate 14,000-plus job vacancies.

7. - As the population increases, so do jobs increase, for very simple reasons. People must be housed, fed, and serviced. The birth rate is more than the death rate by almost a two to one ratio. A new person will require 1,000 pounds of foodstuff per year which must be grown, processed and transported. A population increase of 4,000 people will demand the services of one more plumber.

8. - All Jobs Stem From The Willingness of a Satisfied Customer To Pay For a Product or Service. Therefore, a wise businessman cannot afford to refuse to hire a person who can make a profit for him by satisfying that businessman's customers, age notwithstanding.

9. - A job hunt, if it is to be successful, must be a full time job in itself -- eight hours per day, five days per week.

10. - Attitude, Motivation, Stable Work History and Maturity are considered to be more important than aptitude by the wisest of businessmen.

11. - The man or woman who will not inventory his or her work skills and prepare a resume will be long-term unemployed. A job is only 3 days to 3 weeks away from the person who will conduct the inventory and prepare a resume.

12. - Few of us would purchase a used car over the telephone, without seeing the car or knowing the dealer. We must remember that we are used people! We should use the public and private employment agency services. But We Cannot Afford To Depend Only Upon Them. We Have To Do 90% Of The Job Ourselves If We Want To Get To Work Quickly!

There ain't no Santa Claus in the American labor market! This basically is what we teach in the Creative Job Search Classes. The program takes a total of 3 classroom hours, in a lecture/conference type class. The first session is for one and a half hours during which the participants are exposed to Labor Market Facts, How to Conduct the Personal Inventory and How to Prepare a Resume. The participants are then instructed to complete the inventory and resume at home. In the second hour and a half session, one week later, the participants gather around a conference table. The Leader/Counselor, aided by one or two volunteer helpers or "bright" participants, reviews the inventories and resumes, suggesting changes where appropriate, and helps the participants relate their situation realistically to the labor mart. Participants are then dismissed and charged with starting their job hunt.

Now here is a 52-year old man. I will let him tell you. He has been unemployed for four years. He had a dream, and nobody told him his dream was wrong because his work ratio was 8:11. He could only do eight hours work in 11 hours, because he had had a stroke.

This is a tape-recording:

"Spence, how old are you?"

"I am 52 now.

"You are 52. Well now, what kind of work have you been doing through life?"

"I was in the grocery business all of my life."

"I see. In the grocery business. What part of it did you handle?"

"I was, well, every part."

See, his thinking process is not too fast, but he is not a dumb man at all. Just his motor skills were hurt.

"Anything from green grocery to meat market, is that it? Sure. All right. Now you are 52. Are you doing the same kind of work that you were doing in the grocery business now?"

"No. I am not."

"Did you ever think you would ever be doing this type of work?"

"I never did, never gave it a thought that I would do it."

"All right. Now before you started the job that you have now, you had a long period of illness, had some sort of illness. What was it?"

"Well, it was a stroke."

"You had a stroke. How long did it lay you up?"

"Oh, for about, oh, two years."

"Two years. Were you able to go to work after two years?"

"Oh, yes."

"You were. Were you able to find a job?"

"No."

"Well, did you have any particular problems, in other words, was it just speed in getting around or anything like this? Did you go back to your former employer?"

"Yes, I did."

"What did he have to say?"

"He told me I was too slow."

"He said you were too slow?"

"Right."

"Then after that, how long were you out of work; in other words until you got to us, how long had it been?"

"It was four years."

"Four years. Well now, how long after you entered our program did you go to work?"

"Two weeks."

And this was 90 feet from the public employment office.

"In two weeks. And you got your own job by going down and applying for it?"

"Yes, I did."

"All right. Now do you think you could pinpoint any way we might have been able to have helped you? In other words--"

"Well, it helped me to go into the labor market in a different manner."

"In a different manner. Do you mean the fact that there are always jobs, because people die, get sick, get fired and retire?"

"Yes, that is one thing."

"Did it surprise you when we showed you that about 14,000 jobs turn over here every month in this town?"

"It really did."

"And how else might it have helped you then?"

"Well, I know that every new building is -- there are jobs there."

"Right. In other words, you are working in the Greek Palace, aren't you?"

"Yes."

"Do you think you might look around for new buildings and go there before they open them?"

"That's right. That is what I would do."

"Just about the same way the salesman sells furniture to motels, isn't it? When they start to put the building up, that is when he starts to sell furniture."

"That's right."

"Did the testing you took help you in any way?"

"Yes, it did."

"How did it help you?"

"The testing gave me confidence in myself."

I might tell you when we find a person who says "I am too dumb," we put a little more water in the soup and send him down the hall to the Community College testing program. This fellow came out average. This destroyed his excuse. It took away the crutch. The problem is that too few people get this service when they need it. It is quite common to hear: "I can't hack it, I can't learn." Testing helps to remove this blockage.

"Well, actually I had a stroke and people generally think when a man has a stroke, it gives him problems in the thinking process and things like that, but the testing proved it didn't."

"I saw your testing. It was pretty good. How else do you think it helped you?"

"Oh, well, I have a paying job now, that is plenty."

"What do you make an hour now?"

"$1.87."

"$1.87. Did you ever think that you would ever do this type of work?"

"I never did."

"Do you think you would have frowned at it earlier in life?"

"Well, I probably would have, yes."

"But when a fellow goes a little slower, sometimes he has to drive the car carefully on the road, doesn't he?"

"That's right."

"Now we have talked about it before. You are also learning while you are working here. You supervised people in the past, and you can supervise people in the future. Do you think there is any possibility you might learn enough from this job to start your own business?"

"It is very likely that I might."

Spence now has eight janitorial contracts and he is hiring a young man part-time in the evening now. He is self-employed also. His income is five hundred dollars per month or more now. It won't be long until he will be hiring somebody full-time. It was a matter of getting him some direction. What is a job? A job is a place where you sell your human energy in a manpower package. That is all we teach.

"In that case you will be hiring other people, won't you?"

"That's right."

"Well, this is what we are wanting to do, to get this thing generating, so you can use every bit of the experience you have had. And you just change your route in life a little bit, that is about the way it goes. What do you think about teaching other people what you have learned?"

"Well, I think it is a wonderful idea."

"How about finding us? How did you happen to find us?"

"Well, my sister sent me down."

Six out of 10 people who come to us are sent to us by people who have been through the program.

"You know, six out of 10 people come to our program because they have been sent in like you were. How many people were there the night you were there?"

"Oh, I would say 25 or more."

"Twenty-five or more. I think there were about 40. We were a bit crowded. Did they seem to have the same attitude you had, that they learned a bit from it?"

"They seemed to, yes, most of them did."

"Now, Spence, what kind of job do you have now? I almost forgot to ask you?"

"Well, I am a night watchman."

"Do you do anything else besides being a night watchman?"

"Oh, yes, there is cleaning and so forth. It is actually, we will say, a combination of custodial work and night-watching too."

"Fine. Now let's get to one more point. That is, before you came to us, over this four-year period, did you go to any other agencies for help, we will say Government agencies? Did you go to any more for help?"

"Oh, yes, I did."

"Did they do anything about helping you get a job?"

"No, they didn't."

"Did you get very much encouragement from them?"

"No, I didn't."

"Now if you didn't get any help over that period of time, you have gotten your job on your own, what is your attitude now?"

"I would say go out and get your job on your own."

"You have to know what you have to sell first though, don't you?"

"Yes."

"Thanks a lot, Spence."

This man got a janitor's job. I could go on to others who have gone into other types of work. Soon he will be employing other people. It doesn't take a college education to teach a person things like this. I would say that many of the businessmen on the panel that Mr. Watkins spoke about, are not college graduates. How is that?

MR. WATKINS: True.

MR. ZIEGLER: You see they are people who can solve problems from a practical point of view, rather than the clinical view.

This is a lady that went through the Manpower Development and Training Act program, who got her job through a private agency.

The following is a tape recording:

"How long after you graduated did you start to work on this present job?"

"Five months."

"Five months. How did you get this job?"

"After four months at the State Employment, I went out to private employment offices."

"Why did you go to private employment offices?"

"Because I didn't think the State office was doing a thing. They were just telling me to come back next time, they didn't have anything."

"How often did you go back and visit them?"

"Once a month."

"How long after you went to the private employment agencies did you go to work? About how many days?"

"Between 25 and 28."

"Between 25 and 28. How many employers did they send you to see?"

"I was employed by the fourth one."

"By the fourth one. Could you have gone to work for any of the other employers?"

"If I would have had a little more experience."

"Now you say experience. Did age have anything to do with it?"

"No, not age at all. Just the time that I had had in office work."

"They would have hired you, if you could have done the job. What was your feeling about age and employability?"

"I don't feel any of them held it against me at all. It was not even brought up really."

"Were they large companies or small companies?"

"Two of them were large and the other was a large hospital."

"Now Ada, you went only to employment agencies. You went to the public Employment Service, and after four months you had no service there, then you went to a private employment agency, several of them. How many did you go to?"

"I went to four."

"And you got your job within 25 to 28 days, after four referrals?"

"Yes, that's right."

"Now this company you are working for now hires over 100 people. Is there much of a personnel turn-over here?"

"Yes, there is quite a bit since I have been here in just a month."

"What is their attitude towards hiring?"

"All that have been hired since I have come, including myself, are older."

"Older. When you say older, what age bracket are you talking about?"

"Over 40."

"Over 40. So the old grey mare, in other words, has some use after all?"

"The younger ones come and go and they just get them trained and then they leave, and they have to re-hire and re-train."

Basically this is what we teach these people.

This lady didn't come to our class until after she got the job and paid 35 per cent of her first month's salary to get it. Then she heard about us, because the employer sent her to us. He is only a block and a half away from the Public Employment Agency where they have one older worker specialist. One specialist can't possibly work with all of the older people unless they do it by group. They are doing some work by group in this one Public Employment office, but it is done in the daytime. I would like to emphasize this: If it is done at night you get both groups, you get those who are out of work; you also get those who can step up and vacate jobs for those with lesser skills, because we do get about 25% of our people from those who are working, but are looking for better jobs.

I have been asked to comment on various aspects of the Creative Job Search Techniques program insofar as as it relates to cost, qualifications and mixing of the various age and occupational groups:

1. The Cost

The cost is negligible when compared to other counseling techniques. One Counselor/Leader can handle 50 participants with ease. This is fifty times greater than under the one counselor-one-counselee approach.

2. The Success Factor of Older vs. Younger Workers in Finding Jobs

Physically qualified workers who apply the techniques find jobs commensurate with their marketable skills regardless of age. One of my volunteer helpers is a former pharmacist; he is now a shipfitter -- He got his job at age 56, after more than 20 years away from that type of work. Another man, a salesman, had operated an industrial crane during the war years. At age 50 he returned to operating a crane. Age was not considered. Only experience counted. Both of these men earn more than $3.70 per hour; both are happy!

3. Why Have a Cross-Section of Both Age and Occupation in the Classroom Groups?

Because that is the way our society lives -- One age group learns from the other. The younger group learns to profit by the expressed or obvious errors of the older group. The older group gains confidence when they learn that the younger group are less qualified than they, and sometimes that the younger group is badly educated; that youth alone does not pose competition. The same applies to the varied occupations in the group. Some learn that blue collar work pays quite well. Others learn that it isn't too late to return to school and that returning to school is a pretty good idea; that it is not too costly. Each group lends confidence and knowledge to the other group! We wouldn't want it any other way! Perhaps this is why our program has been so successful! Society is prone to group people by age, sex, occupation, or otherwise. It isolates them from the society in which they actually live. It is easier for the counselor to do this, but all he accomplishes is to bring about an exchange of ignorance. Our lecture/conferences are held to exchange ideas, not to reinforce or bolster old prejudices and complaints or to strengthen excuses for not helping one's self. The purpose is to enable the younger person to benefit by the experience of the older person; and for the older person to learn from the younger.

4. What are the Qualifications for Conducting a Creative Job Search Techniques Program Successfully?

We look for an educated man, a thinker, a leader: that person who has earned a DE degree (Doctor of Experience) rather than the Ph.D. (Piled Higher and Deeper in Academics). The counselor for this type of group interaction must first be a leader who acts as a stimulant, sometimes an irritant -- the counselor-only-by-degree does not necessarily mean that a leader has been produced. The college degree exposes the student to knowledge, but does not guarantee a superior product or counselor. We have been fortunate to develop several highly qualified Counselor/Leaders. None are college trained, none have a degree, but all are well educated in the facts of life and have a definite feeling for their fellow man -- They are: a Cabinetmaker, age 59, who now gets referrals from professional counselors; a full-time Salesman, age 77; a plumber, age 35, who has sparked a whole chain of job forums in CJST within the Junior Chamber of Commerce; a former Model, age 46; a Homemaker, age 48; a high school Student, age 17; a Sales Manager, age 56; and lastly the Pharmacist, age 56, who is now a shipfitter. All are leaders in their ownright -- all are former participants in the CJST program -- all can carry out a program on-their-own! I like to say that they haven't been inhibited by all of the "Don't do!" or "It can't be done!" teachings expounded by the cautionists who are reluctant to tackle a program without guidelines furnished by so-called experts. These people are producing because they have had a chance to produce -- they are Master Counselors without portfolio or degree -- how many more might exist for us to find, if we look! They are unpaid volunteers! One more comment -- these people are well grounded in knowledge about how our economic system works, by practice and study -- self study!

5. Who Pays for the Program? Government does not, except for the classroom furnished by the college! The counselees do not pay! There are no strings attached to the counselor/leader! Participants are not entitled to anything, or any service, unless they do their homework! For this reason we can be very blunt and tell them, "Help yourself and we help you! If you do not want to help yourself, give up your chair to the next guy who wants a chance to do so!" The CJST program is and has been supported by the local citizenry who volunteer their time, and local businessmen who contribute materials and time, in the interest of creating income producers from tax consumers -- no cash, only in kind!

In conclusion, I would like to reemphasize the fact that older workers, or senior workers as we call them in Oregon, must rely upon themselves if they are to find gainful employment. While this is fact, few unemployed or underemployed people know it to be so. The head of the United States Employment Service was quoted in the February 9, 1963, issue of The Wall Street Journal and the December 1963 issue of Nation's Business magazine as stating:

> "Public and private employment agencies together account for only an estimated 20 per cent of the hires in the national labor market."

This fact has been further substantiated by surveys made by the U. S. Department of Labor. One in particular dealt with youths between ages 16 and 21 years: Special Labor Force Report No. 46. On page 1263 of that report it was stated:

> "Most of the young people obtained their first jobs either through applying directly or through friends and relatives."

This particular report indicated that 80%-plus got their own jobs -- the USES accounted for 5.2% and private employment agencies for another 3.4%. And, from our experience, the same pattern exists for the older worker. He has to do it himself. He should be taught to find his own job. Private employment agencies in Oregon can fill only an estimated one out of ten jobs. The Public Employment Service also has some problem in filling all jobs. Doesn't it make sense to teach people to find their own job? It has been done before and it has worked! For example: The International Labor Review for April 1961, carried an article entitled "Discrimination against Older Workers" by Mr. H. L. Douse. This article described a "special counseling" service conducted in 1947 in Toronto, Canada, by the Unemployment Insurance Commission--or in some of the unemployment language -- the "Rocking Chair Line." I quote from that article:

> "The counseling unit did not make placements; its function was solely counseling."
>
> "One successful feature of the counseling was that many applicants, encouraged by the interviews, had their self confidence restored and with a new and realistic self appraisal of their abilities were enabled to go out and get jobs for themselves. Previously, they had tried repeatedly to obtain employment and in time had become discouraged. A check was made on these cases a year and a half later and it was found that 90 per cent of them were still employed."

Another example is the Philadelphia Older Worker Pilot Project of 1957-58, conducted by the Philadelphia Public Employment Service -- The project dealt only with age 45-plus workers. I quote from the project report:

> "Although age is a definite factor adversely affecting an individual's chances of finding employment, it is still possible to find jobs for hard-to-place older workers. Of the 2,092 older workers who received services under this project, 866 (or about 2 out of 5) were placed in satisfactory jobs. In addition, counselors helped others to return to former jobs or to find jobs for themselves."
>
> "Patience and understanding as well as counseling and interviewing skills are needed in dealing with older workers, whose prime handicap is lack of confidence."

The results of this project which included group counseling were:

	Control group that got Routine USES Service	Test Group that got Special Counseing Service
Number selected for project	7,609	2,092
Number placed in jobs	50 (or o.65%)	866 (0r 41%)
Number of handicapped in group	747	263
Number of handicapped placed in jobs	6 (or o.8%)	131 (or 50%)

It has been stated by leading experts in the advertising field that the best advertiser is the thoroughly satisfied customer who tells his friends. He will tell at least 30 friends about his pleasant experiences! Our experience in the CJST Classes reveals that six out of 10 participants are referred by former participants; one out of 10 come from employers who know about the program; and the remaining three out of 10 come from many sources -- welfare, preachers, teachers, parents, etc. Perhaps this is why the CJST program has been copied, even in foreign countries. Therefore, any public agency that will teach individuals how to help themselves, can have a "built-in public relations program" working for that agency. Regardless of whether or not the budget is computed on the "number of placements" method, one-live-wire-counselor/leader in an agency can create countless numbers of "satisfied and gainfully employed citizens" who will refer others to that agency where the help is available. Furthermore, this group guidance approach to individual employment problems can further extend an overworked, and presently inadequate, counseling service to more unemployed and underemployed persons. One-to-one counselors would then have more time to work with the more difficult cases.

In Oregon our Public Employment offices are now teaching techniques similar to the CJST; they often refer individuals to the CJST classes. Some of our State Apprenticeship representatives have increased their effectiveness by utilizing the techniques with their applicants, as have many social welfare case-workers. Other states can do the same!

The ultimate would be for "self-help techniques" to be taught to all who register for unemployment compensation, as a part of the registration procedures. It apparently worked in Toronto, Canada, in 1947. Why not in the U. S. A. in 1966 and the years to come?

This whole idea of creative job search techniques is not new! It has existed for many hundreds of years, comes from a Chinese philosopher -- Confucius. He said:

> "Give the hungry man a fish and
> tomorrow he will return for more.
> Teach the hungry man to fish and
> he will feed himself forever more."

Thank you.

DR. FEINGOLD: I want to thank the panel for their creativity and the panel audience for their attentiveness.

Since we went longer than anticipated, why don't we return at 1:30 p.m. rather than 1:15?

(Thereupon, at 12:25 p.m. the panel was recessed for lunch, to reconvene at 1:30 p.m. the same day.)

AFTERNOON SESSION

DR. FEINGOLD: I thought it might be good, before we start discussion to see if any of our panelists wish to add anything to their presentations. However, this time I am going to be much more directive. If anyone takes more than about three minutes, we will stop, so we can have more audience participation.

But we do have panelists who still have a lot they want to say. Perhaps you would like to say a few words, too, Mr. Chelgren.

MR. CHELGREN: I agree that guidance in job-finding techniques is one facet of the services needed by the older worker. The Employment Service is also aware of this, and I think this is a problem that we should concentrate on, to draw on many of these services that have been developed either by individual Employment Service offices or by groups of various types in the community.

It means a combined effort in each community to see its own specialized problem and to try to develop something that will meet the local needs.

I think group counseling is very effective, as is the employer panel. However, these techniques serve only some of the people. There are others who need individual counseling. This is where the older worker counselor enters in. We need to work more cooperatively in these efforts to meet individual needs. I think this is where our success will lie. There are a number of successful group counseling efforts in the Employment Service, and I think they serve a definite purpose.

We have a certain limitation in our resources, as was brought out this morning by Mr. Levine. It is to be hoped this will change as time progresses and as we adjust to the problems of our changing economy.

This is a very broad problem. I think we had a good discussion this morning. I was very interested in all of the points of view. I think through the participation of all of us, we can perhaps come up with some good recommendations.

MR. WATKINS: I would just like to add a few thoughts. It is my personal belief that the employer panel is very practical. It provides you with counseling services. You do not require funds to get it. It is good both for the applicant and for the employer, the man who sits on the panel.

I am sure I can speak for the panel members that were present one day. The applicant was a very idealistic man, perhaps too idealistic, had a tremendous need to contribute something, and he just couldn't find where he fitted. He felt tremendously rejected. And he said to the panel, "You know, I don't know where I belong. I don't even think anymore that I belong in this country. I don't know whether there is a land that I belong in." That is real despair. And I think we all learned as employers what the psychological meaning of work is to an individual. So it is both good for the individual and it is good for the employer.

We find as panel members that we are calling other employment men saying, "We saw a man that we know you can use. Give him an interview. See what he can do." And this is very helpful.

DR. FEINGOLD: Mrs. Coleman?

MRS. COLEMAN: Well, what I was talking about this morning is, I hope you recognize, what I was asked to talk about, and that is, what is employment counseling service for those older workers who need individual employment counseling service. What is it? What are the techniques, what does the counselor do, how do you do it?

I think we have all agreed that a certain percentage of applicants, at least those coming to the Public Employment Service, do need individual counseling service. They unquestionably need information about the labor market, but equally they need help in analyzing themselves and their assets and liabilities in terms of where they would fit in the labor market. We have seen any number of older workers in New York State who spend a tremendous amount of time and energy applying at the wrong places for jobs -- the wrong places in terms of what they have to offer. They look at the ads in the newspaper and rush out to apply for a job just because the employer is advertising a vacancy, when they, as individuals, don't have the qualifications for that particular job. They might have very good qualifications for another job. And I think we have found that a great deal of discouragement and the feeling that employers discriminate against older workers results from the fact that older workers apply in the wrong places for what they have to offer.

I would still like to throw out, not necessarily at this particular moment, but for discussion, the three suggested recommendations I did make.

DR. FEINGOLD: Thank you. Mr. Stahler?

MR. STAHLER: I guess there are two or three points that I would like to emphasize, speaking personally.

Number One, I think we are reaching only a small fraction of the older workers who need help in finding themselves vocationally. This is due to a number of reasons.

Funds is one. Emphasis on youth is another. But I suspect also that those serving older workers often feel that because these workers have a long work history they can simply reflect that work record on their applications and hopefully somehow effect a placement in one of those occupations.

I believe that we have to concentrate much more on asking ourselves, those of us who deal with older workers, to what extent really does this older worker's work background qualify him for opportunities in the current labor market -- in other words, not so much what has he done in the past, but what is there for him to do now and in the future?

I think that a lot of them are passed by because we just don't ask ourselves this question. Too often, if we can classify him occupationally, based on his past work history, we do--and file away his application.

Number Two, there have been more developments, I think, in the past five or ten years in new methods and techniques for serving people with special placement problems than in any similar previous period. I believe we need, very badly, improved distribution of these new techniques to make them known and available throughout the nation--the techniques that have been tried and have been proved successful and those that have been tried and not proved successful, and why.

I think we should be working more in concert with each other and sharing the results of our efforts in developing new methods and techniques. Too often we tend to compartmentalize our services. You know -- this is ours, that is yours. And too often we are in competition with each other, instead of really pooling our resources and know-how, both nationally and in the community.

We need badly to learn about and use the best that is known about methods and techniques in serving older workers.

Thirdly, I believe that we have not explored adequately not only the institutional training possibilities for older workers, but also On-the-Job Training.

On-the-Job Training, it seems to me, offers wonderful possibilities for older persons, from the employer's standpoint, as well as from the job seeker's standpoint. When he enters training, he actually is entering a job. He usually doesn't have to go out searching for one after he completes training.

Too often, we think of MDTA as synonymous with institutional training. Actually, On-the-Job Training is supposed to be a very significant part of the Manpower Training program and yet I don't think we begin to think of On-the-Job Training as an outlet for older workers.

Those are three points I thought are worth emphasizing.

DR. FEINGOLD: You have been most attentive and you have listened to the panel and their reactions. I hope now we can see how you feel about what is being discussed. I hope that the workshop won't maintain any comfortable consensus, but come out with our own thought and differences in thinking. Let's see what creative ideas we can come up with to make this a worthwhile discussion.

Who would like to lead off?

MISS CLARE S. SMITH (Casework Supervisor, Family Service of Reading and Berks County, Reading, Pennsylvania): I am with a family service Agency and also working on a pilot project involving the person who has TB and is a problem drinker.

In all the discussion, so much seems to be said about the person who is still an active job seeker. I have heard so little said about the one who has given up awhile back, the person perhaps on DPA or DPW, whose worker sends him to the State Employment Service, because this is a requirement, at least it is in the State where I live.

So he goes down and registers at the regular number of intervals, and if by chance anyone offers him a job, he can get so upset, because he is just told to report to this person with no preparation, that he may become physically ill and never be able to move. He just notifies the proper people "I was too sick to go," and his assistance goes on and nobody bothers to check on this and see why he was ill and whether he needs counseling at this point.

We have the person who is a problem drinker, who started out by just drinking weekends, and it didn't interfere with his job. Then it interfered a little bit, but he was still kept on because he was a skilled workman. But finally the employer will not put up with him anymore, and his reputation has gone ahead of him, and nobody will hire him because he is an alcoholic. Of course he is not blaming it on being an alcoholic; he is blaming it on being 45 or 52. I could give many examples of these people, who have given up all hope of getting employment, and therefore will not go out to one of these counselors.

You are talking about using community resources, but how much is being done actively to use the DPW worker, to use the Family Counselor, the Family Service Agency counselor, who may know some of these people and who is working with them?

Many Family Service agencies are developing groups to work with the older people. Have they been approached to see whether they would make a specialty, perhaps, of working with these people, to get them ready to come to the vocational counselors, the employment counselors?

Have you thought at all of using the social worker in the community?

DR. FEINGOLD: Let's everybody react.

DR. RAMONA FIRST (Follow-up Director, Project "60," San Francisco California): We have a joint effort in which the Employment Service and Family Service Agency are in the same suite of offices, so that if an applicant seems to need Family Service Agency services more than employment services, he is referred immediately. We are just midway in our experiments, but we are quite sure that this is a very reasonable and profitable approach.

MR. ZIEGLER: We do this, too. If a person comes in and he has problems, such as drinking or obvious psychological problems, we filter them into another Phase, which is the Portland General Extension Division Counseling Service of the State System of higher education. And there, if they should have psychiatric care or counseling, they are sent up on Medical Hill, the University of Oregon Medical Center. If the need is for social counseling, they will get them to a social worker. And we have working arrangements of this kind with other community agencies.

MR. STAHLER: I sort of touched on that, but not very much. A great deal of emphasis is being placed nowadays on reaching out and encouraging and motivating individuals to come in for services they need. Not much had been done about it until two or three years ago. The greatest emphasis has been on disadvantaged youth. They now have professionals and sub-professionals, called community outreach workers, who go to the places where these kids hang out, pizza parlors, pool rooms, sometimes a church basement. They play pool with them, strike up a conversation, develop a rapport, discuss their problems, and sort of generally encourage them to come in for services. They are doing that more and more in the Youth Opportunity Centers of the Employment Service.

But practically nothing has been done along this line with adults. And this is one of the questions I asked, if you remember. To what extent should we -- and I really was fishing for a positive answer from the group here -- should we really to out and reach and encourage older workers to avail themselves of needed services.

Now, whether we should have separate workers doing this, or utilize the resources of Family Service Agencies, such as yours, who are familiar with these people, or both, that is something worth discussing.

I suppose all of the different techniques for motivating ought to be used. I think we are in an era now when almost anybody who is ready for work can get a job. I believe there has been no better era that I can remember in my lifetime than now, except during the War, to salvage, rehabilitate, and restore to employment these kinds of individuals, for there is a critical need for more workers. When there is a surplus of workers, you have a devil of a time doing it. But now, when there is a critical need, we could reach out, rehabilitate and help salvage these people. And I think now is the time to do it.

I agree with you, we have not been doing it and we really should.

VOICE: I am a visitor, working with the Community Action and the Poverty Program in North Carolina, working with on-the-job development, older workers, and so on.

We have found that the neighborhood people, working through the neighborhood, in our various Community Action Centers, are sending in more people than we know what to do with of all ages. So we are getting ready to expand into a tremendous program. All you need to do is help one person. We have provided some help or counsel for one person in the neighborhood, and he or she gets a job, and you don't need to do any more to get the people out of their homes. One woman came in who had given up job hunting four years ago because she thought it was hopeless, but the woman next door had joined one of the literacy classes, and told her about it and she went to the literacy class, and she said, "Well, maybe I will try to get a job."

MR. ZIEGLER: May I add something to this? Are you a trained counselor, Ma'am?

VOICE: I was at one time.

MR. ZIEGLER: How about some of the people who are helping with this?

VOICE: We have our neighborhood people. These are the Poverty people, working in their own neighborhoods, using the good old neighborhood language. However, we do have in our set-up two people with some employment interviewing background. They have some eudcation in terms of counseling, and have rapport. Our clientele is 36 per cent Negro, with a high proportion of poverty. And our employment people do have the rapport. They don't have a lot of courses that they took in the past or anything. But they have that feeling for people and that understanding, which is better than courses. We are finding that the neighborhood people, if you work with them a little bit, have a great understanding and empathy.

DR. FEINGOLD: Mr. Tash?

MR. WILLIAM TASH (Project Director, OMPER Follow-up Studies, Bureau of Social Research, Catholic University, Washington, D. C.): We are evaluating several projects for the U. S. Labor Department. We noticed in all of the projects, seven in all, there were relatively few social workers. Part of the reason was that the projects are contracted usually on a one-year basis, and qualified social workers are difficult to hire.

The second thought is that we used some semi-professionals as interviewers on our research projects. While effective, they needed professionally trained supervision. They have great rapport, but are less precise in obtaining interview information.

A lot of projects haven't had the professional supervisors to really do a good job. Such people go into the better paying administrative jobs. Maybe we have to pay professionals on the technical level higher salaries, so they will be attracted to stay on that level.

DR. FEINGOLD: What discipline is directing the project?

MR. TASH: Various ones. At NCCY, the man in charge was a parole officer, with a BA in Social Science. At Goodwill Industries the person in charge had no specialized training. At Washington Action for Youth, a social worker was actually in charge of the program; at Neighborhood Commons, the director was a psychologist. But the psychologist was used for administrative purposes.

MISS SMITH: There is a shortage of social workers. I don't mean you have to have a Master's Degree in social work to do this, because I feel, too, that the person in the community who knows these people and lives with them is the best one to reach them.

In our agency we hire people without an MSW who are under the direct supervision of a person who is a social worker, to help them with the technical know-how. But they are doing a job that is, I think, many times better than a person with an MSW might do in reaching in and establishing the rapport and getting the confidence of the people.

DR. FEINGOLD: Any other significant experiences that someone would like to report?

MR. WATKINS: I would like to add something. We established our own panel on a rotation basis, so we could get more and more employers involved in the process. At the time that I left the panel, the Council of Social Agencies approached me and asked me if I would establish a similar panel for the handicapped workers, which we did. We have completed one year of work on that panel. We have seen quite a variety, including your alcoholic, heart cases, wheel chair cases, and so on. Referrals to this panel come from both the social agencies and the Employment Service. It has proven successful. It is a little tougher proposition than with the older worker. I don't think there is much question about that, because very often you have age combined with a disability. But certainly the Council of Social Agencies feels it is an adjunct to their efforts and that we are having the same impact on individuals as we did with the older workers.

VOICE: May I ask, on the older worker panel, was it primarily men or women? One of our problems is the woman, particularly the Negro woman. I wondered if you had any luck with them.

MR. WATKINS: Well, you are talking now about the make-up of the panel?

VOICE: I am talking about the clients who come to the panel.

MR. WATKINS: Oh. Well, as I indicated, the clients who come are predominantly male. In our particular panel experience, no Negroes have appeare before the panel.

MR. ZIEGLER: I might add this with mine, too, that you are not supposed to keep accounts like this, but out of 10,000 people, we have been only able to reach maybe 40 or 45 colored people. But all but one of them went to work.

MRS. COLEMAN: I would like to make a comment, if I may.

I think, to get back to the original question, I think there is no question that community agencies of all kinds can be of extremely great assistance in this outreach program, and in getting people ready, so to speak, to come in to the Employment Service to get help. And I think we have not been, in most of our communities, really using all of the community agencies, as effectively as we could.

But I would like to make another plea, and that is that the Public Employment Service be strengthened both in terms of numbers of staff and quality of staff. It really is a little futile for any or all of us to go out reaching to bring in additional people when, as Mr. Levine said this morning and as all of us who work for the Public Employment Service know perfectly well, we don't have enough staff or enough qualified staff to handle adequately the people who are already in our offices. So we are not going to be doing anybody a service to go reaching out and have the family case worker or anybody else motivate the person to go into the Public Employment Service, if all that can happen to him as is certainly true in many of our offices in New York State at the moment, is that a receptionist has to take a very brief application and say to the person, "I will give you an appointment for 30 days from now."

You know if you get them all motivated and the Public Employment Service has to say, "I will give you an appointment 30 days from now," that will do more harm than good.

DR. FEINGOLD: Yes.

MR. ZIEGLER: I have been in business for myself and I have been a specialist in business organization and motivation for many years. Most of my life has been spent in jobs where I had to get people to do things that would lead to their self-improvement. In this light, I have an observation. It relates to the Public Employment Service in the United States. I have almost made a hobby out of applying for jobs, and I have personally filed applications in the Public Employment offices in 20 states during the past six years. I observed one major problem -- the operating personnel in the offices I have observed in those 20 states have very little flexibility in job performance.

Most of the operating personnel in those Public Employment offices would readily state that their hands are tied by procedures -- they beg not to be quoted for fear of censure by the system. Any business organization, if it is to be successful, must also provide for flexibility in order to meet changing demands. While the majority of the Public Employment Service employees are dedicated -- they cannot do the job that they could do, unless they are permitted to do their job as the situation demands. On the other hand, the private employment service operators permit a high degree of flexibility. Consequently, their placement ratio, per person, appears to greatly exceed that of the public service, per person. The estimate is a ratio of 4:1 placements per person, in favor of the private agencies. I might add that I also visit private agencies when out-of-state -- I find the placement ratio normally exceeds that of the public service. If private agencies can do this and make a profit too, then it might pay the public agencies to study their methods and to copy some of them, except for the fee charge.

MR. CHELGREN: I think in part here it should be mentioned that there are certain restrictions in the Employment Service that say a private agency doesn't have. We have a mandate by Congress, we have to follow the rules and regulations.

MR. ZIEGLER: Go to Congress and tell them the truth.

MR. CHELGREN: This is being done quite frequently, if you read some of the hearings.

MR. ZIEGLER: Let me give you one. I don't have a governmental agency, and I have been able to reach 10,000 people at night, because that is the only time they could be reached. You know, we tried it in the day time. You can't reach anybody in the day time. But you can reach them at night, because the wife says, "Why don't you go. Come on I will take you with me," you see. This is the key. And a 40 hour week, 8 to 5, is no good. Maybe in other words you could re-arrange schedules. It doesn't mean you have to re-arrange the law or anything. Have some people work a shift at night.

MRS. ANN ALTMAN (Director, Selective Placement, New York State Employment Service, New York City): I wonder if I could address myself partly to the problem of the community agency. Maybe our first priority in outreach should be to the various agencies within our own communities, with whom we have to work. In large urban areas, such a complexity and variety of services may be available that some of the jobs that we think have to be done, may be going on right within our own communities.

Now how can this be done? I know I don't know all the answers, but I certainly think that perhaps one of our recommendations should be the integrating of all the facilities within the community. I think perhaps one of the more important charges from this conference might be that we go back into our local communities and examine what facilities are available, work out some sort of inter-community agency council or community council, whatever they may wish to call it, to examine the relationships at the state and local levels and work out proper relationships and communications.

In New York State, and I know in several other States, we have, for example, an inter-agency council. This deals primarily with rehabilitation facilities for the handicapped, but it does include on the periphery older workers and various other socially handicapped groups.

I think committees of this kind give an opportunity to each agency to know what is going on and what other agencies are doing, and also to combine their activities and coordinate them, so we are not duplicating too much, so that one agency is not doing something another one has already been doing for a long time and so on. I think this is extremely important if we are going to do anything for any group, whether it be older workers or any other group.

I would like to say one other thing, and this is in relation to the inflexibility of the Employment Service.

I have been with them a long time and although there are problems and shortcomings, I don't think inflexibility is one. In fact, I think sometimes we are just too darn flexible. We have an ability to adjust to the emergencies since we are always in some emergency or other. And number Two, I don't know about Portland, Oregon; maybe they are the exception in the country -- but I do know New York State and what they do. One of our principal accomplishments is the encouragement of any applicant who comes to us to utilize all of the facilities in the community for employment purposes. And while we can't give them the name of a private fee-charging agency by name, we have always said, "Sure, try it if you want to." And we work very closely with all of the voluntary non-fee-charging agencies.

I think it would be a real misapprehension for anyone to feel the Employment Service is jealous of its prerogatives. We just deal with too many millions of people throughout the country to worry if we lose a couple of thousand placements.

DR. FEINGOLD: I think for a moment I will take the prerogative of the chairman. I think we are touching now on a major point. Let's develop it a little bit. There is enough research to point out that counselors, including trained counselors, don't know community resources. And at least in my judgement, community resources mean all resources. We are not just speaking in terms of the Public Employment Service.

I think the figures we heard earlier were that approximately 20 per cent of job placements were made through the State Employment Service and private agencies. Most communities have rich resources and I would believe, based on some sound research, that one of the great lacks is both the professionally trained people in this field and the indigenous workers. I think we ought to explore this concept because it is causing a lot of furor, at least in some universities as well as some private agencies as to where and how to use indigenous workers. This is something that must be explored in each community. For example, certainly in the District of Columbia now, Government agencies are meeting together on various task forces with private agencies, to find out what one another is doing. Where we have resources, let's be certain that we are using them.

I want to nail down this fact. I think you really brought up something that I think we would all agree on. If anyone doesn't, now is the time to be heard because I would like us to come out with some major agreements on doing more to utilize what we do have available.

VOICE: I think Washington has done something very concrete in this respect in that the Health and Welfare Council has put out a booklet listing and describing all of the agencies and what they are doing, whom to contact, et cetera, for the whole area of Arlington, Fairfax, the whole Washington community. So it is very easy to kind of coordinate.

VOICE: I agree. Lists and booklets are awfully important. But I don't think they are enough. Because you can read what an agency does, but they may have changed their policy last week; when you call them they are not doing it any more.

VOICE: And you have to know to whom in the agency to refer this particular kind of case. Many agencies have people who, because of the kind of people they are, are better with an older worker or handicapped worker, and so on. So your listing doesn't do you any good unless you know who in that agency is the one that will be most concerned.

VOICE: It is a start. I mean there are 139 agencies in this area. I think it would take a lot of time to --

MR. ZIEGLER: Yu know, people don't read it. This is a great problem. They won't read it. Some of them have to have it read to them. They don't pick up the book.

But let's take the community I live in. I would like to see the head of the Public Employment Service in the community sit down with a personnel manager from one of the larger companies, from some of the smaller companies, with somebody from the Welfare Department and somebody from Rehabilitation, and confer on this on a regular basis -- not twice a year, but perhaps once a month -- to keep with the flow of things, from each of these special operations and from the Community College where they are training people, you see. New developments have come out in the past two weeks in our area, they say. They opened an open-end welding course.

MR. STAHLER: I am glad you said that, because that gives me a bridge to a pet idea that I have been trying to preach for many years, and haven't gotten anywhere with.

We have in our communities a wide variety of special interest groups and committees. We have handicapped committees-you have touched on some of this--we have older worker committees, youth committees, equal opportunity committees for minority groups, and so forth. I think it is really about time that we thought seriously about having real honest-to-goodness Manpower Councils in our areas, whose concern would be with the manpower trends and resources, with the entire supply and demand in the area. They would have subject subcommittees, utilizing consultants and various experts on a continuing basis and would study the trends and opportunities and qualifications of unemployed workers in the area and feed this information to all agencies involved, including all educational and training facilities. The information would be kept current and made available to all concerned, and hopefully the Council would stimulate changes in the Employment Service operations locally to meet the needs, and of other member agencies, educational people, Rehabilitation people, and the like.

There would also be an amalgamation, or at least coordination, of the activities of the special interest groups so you don't have handicapped and youth and older worker special interest groups pressuring employers for job openings in a disorganized way, because of their individual interests. But job opportunities would be sought in an organized fashion, in which employers themselves and labor unions as well as agencies and organizations concerned would participate, so that people could be considered on the basis of their qualifications for employment without regard to age or disability or lack of experience or what-have-you. I believe all would benefit from this type of organized approach.

If it is too big a thing to start out nationally with, certainly we ought to have a half dozen pilot programs set up in selected areas. The Councils would look into all facets of the manpower needs and manpower resources in the area, and on a continuing basis recommend actions needed, and follow up to make sure that those actions are taken. So, you would have for once an organized way of reaching people, of helping people, and of meeting employers' needs in the area.

I think we are extremely disorganized in our community manpower efforts and that it is high time we did organize Councils which would in an organized and careful manner coordinate, stimulate, and give leadership to agencies and organizations and activities that would meet the needs of our areas.

VOICE: North Carolina is making plans to do that, in which Durham will be a part, to have an overall counseling center with emphasis on older workers, handicapped workers, younger workers, et cetera. They are working on plans which will be submitted to OEO within the week.

DR. FEINGOLD: Wonderful.

MRS. COLEMAN: As a matter of fact, in many communities in New York State we do now have such manpower councils. Their responsibility is not so comprehensive and extensive as you suggest, but they really are operating, I think, extremely effectively.

The problem is, as I think always happens, that your best people are your busiest people, and I know that one of the difficulties is trying to find a day and a time when you can assemble in the same place at the same time -- even 10 people to say nothing about 25 people. So the result is that we are having a little difficulty with the committees because all of the members can't make all of the meetings and so you have kind of an in-and-out business instead of a continuing kind of thing.

MR. STAHLER: Yes. I guess I spent a good deal of my lifetime working with community committees and I noticed that in many, if not most, communities the same people are called upon to serve on handicapped committees, older worker committees, and so forth. If we could coordinate all of this in some fashion and cut down on the time busy people are asked to serve on various committees, we will have more effective committees. People asked to be on committees should not be asked only because of their names, but they should be selected because they have the time, or will make the time, and will make a contribution as required. I think too often people are selected only because they are prominent and their names would add prestige to the stationery, rather than because of the contribution they might make.

I was in a nearby city recently and I thought the manager was very wise in setting up an advisory committee. He didn't go to organizations and ask them to designate somebody, a name. He suggested names of people who he knew would work, and they really have worked. I think this is the kind of approach we ought to take.

MR. TASH: Would you suggest employers on these committees as well?

MR. STAHLER: By all means, employers, labor leaders, educators, Employment Service people, Rehabilitation people, representatives of religious bodies, research people, university people, and so forth--representatives of whatever groups and organizations are needed to help with the various facets of the manpower problem in a given area. The Council should have an executive or steering committee and a series of subcommittees, where individuals, according to their particular specialty, would concentrate on certain areas of concern. For example, what are really the training needs of this area? What are the major reasons why there is discrimination with respect to individuals, regardless of whether it is disability or what? What really can be done to overcome, in this particular area, whatever discrimination there is? And they could have employers as a major group on this particular committee, as well as labor leaders, and pertinent agencies too.

My point is you need an umbrella organization in the area to look into the manpower problem as a whole and keep on top of it.

DR. FEINGOLD: Do you envision this as another agency eventually?

MR. STAHLER: No, sir. I envision it as a body exercising a leadership and coordination role as well as follow-through and motivation with respect to existing agencies.

DR. FEINGOLD: But how would this be done without expense?

MR. STAHLER: I think you have to arrange for a paid staff to serve this committee, preferably through the Public Employment Service. They have to have a paid staff to keep the thing running.

VOICE: Why do you say preferably through the Public Employment Service. In many States the Public Employment Service is so hidebound, for instance, and if they are going to be on the Employment office staff, they have to have so many interviews and so on.

MR. STAHLER: One effect would be that this Council, I would imagine, would exercise tremendous influence on changes with respect to the Employment Service activities. The reason I say Employment Service paid staff is because there has to be a government agency with prime interest in the manpower problems. I don't know of any other agency that is better equipped potentially to be concerned with manpower needs and resources.

VOICE: I agree with that.

MR. STAHLER: But let's forget about who it is. I think there have to be changes made as necessary. But I think they are the logical community agency.

MISS EVELYN M. HUGHES (Special VISTA Assistant, Operation Breakthrough, Durham, N. C.): Ideally, yes. But you run into all kinds of obstacles. For instance, we have been trying to get an Employment Security representative to work in the Operation Breakthrough office. We want that person to be a Negro because we have a heavy Negro population. But we are stymied by the North Carolina merit system, and so on, because apparently practically no Negroes ever passed the exam. You are up against that sort of thing so often in getting the right person.

I am all for you, I believe in the system. But practically it doesn't always work. You are a great visionary.

MR. ZIEGLER: I agree with you. I think on this there ought to be somebody with an objective look, who won't have any vested interest.

MRS. COLEMAN: Is there anybody who doesn't have a vested interest? I think that is what the problem is.

MR. ZIEGLER: Oh, yes.

MR. TASH: Where would the power come from; I know that in Washington, President Kennedy was the source behind it. The employers opened up jobs because of his influence. Arlington Cemetery, for instance, suddenly opened up a lot of jobs, because of Administration influence. After his death, two employment councils on two separate projects, not comprehensive, just local, and it sort of disintegrated because there was no force from the top. It seems somehow the top power has to be there as well as the local power.

MR. WATKINS: May I comment for a minute? Putting the employer on this committee, this working committee, is indeed a wise thing. Putting the man who does the hiring, the employment interviewer, the employment manager on the committee identifies him with the objectives of that committee.

Now he is an autocrat, he sits at the doorway of entry into the plant. Believe me, no one is ever hired unless he first passes them. He can stop them cold. Put him on the committee, let him be identified and now he is working for the same objectives. There is a source of power. Because your ultimate objective is to open up jobs and to place people usefully.

VOICE: Sometimes he might be a better person to head the thing up than the Employment Service people because he is a local person --

MR. STAHLER: Don't misunderstand me. I don't think the head of the Council should be someone from the Employment Service. I think the major persons on it should be non-Employment Service people. But there has to be paid staff, providing services for the group. I am suggesting that the Employment Service provide the staff to serve the group. But I would prefer having an outstanding employer, or university professor of economics, or someone like that, to head it.

I agree with your point, Mr. Watkins, that you have the people who after all actually do the hiring serving on it.

DR. FEINGOLD: Is this contemplated, I gather, in North Carolina something comparable to this?

VOICE: Yes.

DR. FEINGOLD: Who is heading it up?

VOICE: The North Carolina Fund is setting it up in connection with Operation Breakthrough in Durham. And the request for the funds is going in within a few days.

There will be an older worker center, a guidance center, younger worker center, a project for the rural people.

MR. ZIEGLER: Almost like an automobile diagnostic center.

VOICE: Right.

MR. STAHLER: There are two different concepts, one is a community center which is good --

MRS. COLEMAN: Is the North Carolina Fund a private thing?

VOICE: It is a private agency, pretty much funded by Ford Foundation and others, who have been able to do some outstanding jobs in all kinds of ways, in rural North Carolina.

DR. FEINGOLD: Is this what you had in mind?

MR. STAHLER: No, entirely different. There are two concepts expressed here. One is a center which would serve individuals with all kinds of problems. That is different. What I am talking about is a Manpower Council, whose function would be to coordinate, to watch, to do research, to see to it that the services that are needed to meet the needs of employers and of job seekers in the area, that those services are effectively supplied. And it is an umbrella sort of council, which would have representatives of the area serving on it, with subcommittees and so forth, keeping track of what is going on now and in the future, what needs to be done, what services are needed, what agencies are needed, and so forth, and exercise tremendous influence on making sure those services are available.

MRS. COLEMAN: But isn't that what the Community Action Committees are supposed to do?

MR. STAHLER: Well, they get into a lot of other areas. But I am talking about manpower.

MRS. COLEMAN: Just manpower?

MR. STAHLER: Yes. They are primarily concerned with the poverty program. I am concerned with meeting manpower needs relating to high-level managers and skilled people as well as workers at lower levels.

MR. ZIEGLER: If you can upgrade a person, he vacates his job for somebody with lesser skills.

VOICE: The point is to start out with a sort of manpower delegation in Durham, and 11 other communities, and then develop into the centers to do the specific jobs.

MR. STAHLER: I think there is a place for that, but it is different from what I am talking about.

MR. CHELGREN: Your Council might recommend something like that?

MR. STAHLER: That's right.

MR. ZIEGLER: Congressman Tom Curtis wrote a book, 87 Million Jobs, and his theory in this book is job education: that you can't just do it by working only with those without a job, you have to get into the middle group, the people who have a potential to step forward and move them up. And this is part of what Mr. Stahler is bringing forth here, this community thing, over-all, all levels of the employment field, it would help bring this about.

MR. TASH: I can think of two training programs on the local level that prepared youth to become multilith operators; unfortunately there was no market for them, and nobody seemed to realize that employers didn't want just a multilith operator; they wanted fellows who could be used in the office, for a variety of other things.

MR. ZIEGLER: And a businessman would have brought that forth immediately.

You remember the lady on the tape recording who had been out of work for four months, waiting on the State Employment Service. Well, at the same time of her wait and as recently as last week, Portland State College had placed job orders with private employment agencies. The private agency sends the applicant to the College, and the College, in turn, refers the applicant to the State Civil Service Office. If the applicant passes the exam, the college hires the person, and that person pays a fee. No fee would have been involved if the Public Employment Service and the college and the Civil Service Commission were communicating with one another. The woman in question could have passed the examination and would have probably secured a job with the State, had the Public Employment Service sent her to the Civil Service office.

MR. TASH: The same thing with job developers from different projects. They are sometimes jealous of their leads and try to cultivate similar leads but just confuse the employer.

DR. FEINGOLD: This is a complicated subject and I don't think we are going to solve all of the problems this afternoon.

I just want to mention one thing from my own observation, Abe. It is an intriging idea, and lends itself easily to research design. Having headed a private non-profit employment service, I found that even among professional staff there is a jealousy for certain job orders and a "fight" for what counselor gets what job orders.

Let me mention one thing here, and if you want to expand on it, please do. In the Social Security Disability program, there is a determination now by vocational consultants as to whether or not a person can work. If it is defined that a claimant can't work, accurate information about local job openings and their requirements is essential. You can generalize and say this man could be, say, an ampule examiner. On the other hand I don't know if there are a dozen such people employed in all of the State of Maryland. There may be none in many communities.

I could envision Manpower Councils, if they were active enough, obtaining basic information. How do we avoid some of the problems that seem to be "built-in" by the very nature of what we are trying to do.

MR. STAHLER: If you have strong leadership of the Council, I think much of that can be minimized, really, in getting them to work together. I have seen it work on a smaller scale in committees. I think of one, for example, where business and labor work very well together. I have seen it not work in some labor-management advisory committees, yet I have seen it work in other kinds of committees, because the leadership was different. And I think it can be made to work, really.

Can I throw out another suggestion?

DR. FEINGOLD: Yes, sure.

MR. STAHLER: It is wonderful to have a forum like this.

DR. FEINGOLD: Is it in the area of resources, which we are still discussing?

MR. STAHLER: Yes. You judge whether it is or not. Something that has been bothering me for a long, long time, and many others, too, has been the fact that we have a tremendous number of job vacancies, jobs going begging, we all know that. And we have a tremendous number of unemployed workers. And we know, too, that in this type of economy almost anybody that has anything on the ball can really get a job. Yet, why are there several million unemployed? Some are between jobs, we know. Yet, why are there still so many not working and why are there so many jobs open that are waiting for workers?

The answer is, I think, largely that the people available do not have for the most part the qualifications, actually or potentially, for the vacancies for which employers are seeking workers.

In some areas they have taken some measures to try to bring the two together. The most prominent example, I believe, is the health field. How is the critical shortage of nurses met? They concocted related jobs. They didn't water down the nursing profession, but they did examine the nursing profession, and they found that a nurse doesn't have to scrub a floor, she doesn't have to handle the bed pan, she doesn't even have to give the shots any longer. They found that you can have a nurse's aide, you can have practical nurses, and they found that even in an operating room you don't need a nurse to hand the instruments to a surgeon. You can have high school graduates or even less who can hand the proper instruments to the surgeon, once they are properly trained.

So, what I am suggesting is--I think it ought to be done on a pilot basis--that we move in the direction of examining highly skilled jobs, professional and technical ones, and so forth, where there is now and in the foreseeable future a shortage of workers. I think it is time we examined the jobs to see to what extent the duties can be regrouped, so that those duties requiring a great deal of training, education, apprenticeship, and so on, are performed by people with those kinds of qualifications, but duties in those jobs that require less training and preparation also be grouped, so they can be filled by the current unemployed after proper training.

So if you have, for example, 10 jobs, and only 5 trained workers available for them, why not have those 5 workers do the jobs that require a great deal of experience and training and have the other lesser-skilled duties regrouped so that these other elements of the job may be filled by people further down on the job scale.

I know of no other way really to bring the two together--the hard core unemployed people, and the jobs that are going begging--because there just aren't enough trained and equipped people.

I believe it is time that we had a national pilot program to look at, to review these jobs, regroup job duties, so that the simpler ones can be filled by people who are available and can be readily trained for them.

I think we need a national pilot movement along that line.

DR. FEINGOLD: I think you are again on the subject of community resources. We brought up the indigenous worker earlier. This was the first attempt to get back to using less than the well trained person.

Let me now put a wet blanket on it, because I think it is indicated. In the counseling profession there is the argument of the role of the counseling aide. Local universities, as yet, are not going along with training the counseling aide but only the fully trained vocational counselor, or employment psychologist. OEO and various Government programs are now utilizing them. I think this is one of the problems. There is going to have to be acceptance by the profession itself that there will be people working at sub-professional levels.

MR. STAHLER: This is why I say you have to move carefully. Because of misunderstandings, you may have professional organizations opposing this, you may have some labor unions opposing this. You might have some employers opposing it.

So there may well be opposition. But I think if you involve these elements in experimentation and move slowly and gradually and they see that some of the fears they have are really ill-founded, if it is handled properly, it should work. You can't impose it upon them. They have to be a partner in the development of the program. This , I think, is important.

MR. ZIEGLER: I happened to be in on the planning of curriculum for the CAUSE II program in the Portland Area (a Counselor preparation program financed by the Federal Government). The people doing the planning were going to give the CAUSE II counselors a very practical approach to counseling, but somewhere in the funding arrangements it was required that the enrollees be given graduate credit for the program. The only graduate courses available in counseling were educational counseling graduate courses. They are very unrealistic as to the needs of the job seeker, and the fellows who actually taught the courses had very limited experience in looking for wage-earner jobs. In this case, a very fine and practical educator wanted to do the job in the manner it should be done in; however, he couldn't because of bureaucratic limitations. There existed another significant factor; it was required that the enrollees have a college degree. Thus, many people, highly qualified by experience and potential were not permitted to participate in the program -- I believe that the CAUSE II program got "second best" selection because of this limitation.

MRS. COLEMAN: I think also there were two difficulties with that CAUSE II training. I think what upset the profession, and I think justly, was the feeling that what was going to happen in the CAUSE II training was that full-fledged counselors were going to be trained in 10 weeks. Nobody said so, but also nobody really emphasized that what we were talking about was counselor aides, or assistants. The feeling got around that what we were talking about was that someone was suddenly going to make full-fledged counselors in 10 weeks.

MR. STAHLER: Instant counselors.

MRS. COLEMAN: Yes. I wonder if the universities are the best places for training counselor aides?

MR. ZIEGLER: They are not.

MRS. COLEMAN: I am not talking about counselors. I mean counselor aides. Maybe we don't need the universities. Maybe they are not the best place.

DR. FEINGOLD: That is a good point. You are bringing up a critical point we ought to react to. Up to this point, the universities, in the true sense, don't teach welding. They only teach courses at a certain level. Now if they start training counseling aides, this will be the first time in the history of univerisites that they will be teaching subjects of a different intellectual level.

I think we ought to explore the topic. It is obvious that there are needs that are not being fulfilled. If we wait for the time when we have sufficient trained counselors, the aging and all of the other groups that need help are not going to get it in time.

MRS. COLEMAN: This is right. In our state, as an example, the universities are still training the engineers, but it is the two-year technical colleges that are training the technicians, not the universities. We haven't asked the universities to do it, and I don't think they should waste their time and attention on that. Somebody else can do it better.

MR. WATKINS: I was merely going to comment that industry was faced with much the same problem, for example, an extreme shortage of engineers. In turn they turned to recruiting the two-year graduate, the associate degree graduate, made him a technical assistant to the engineer, and decreased tremendously their need for engineers.

MRS. COLEMAN: Sure.

MR. WATKINS: Another point I wanted to make was I also serve on a committee which is a joint industry-education committee, in which we voice very emphatically to our two prime educational institutions what we need from them. And we ask that these schools, in their evening programs, turn out people trained in areas where there is an extreme shortage, and they react very well to our requirements.

MR. CHELGREN: We have been talking about the qualifications for counselors, so that they will be professionally qualified. This involves training to the level of the Master's Degree. It is being done by having our people take the necessary graduate work to meet professional counselor requirements. The difficulty is that when they qualify, they are then also qualified for a number of other counseling jobs in other services and agencies.

MRS. COLEMAN: That pay more than the Employment Service pays.

MR. CHELGREN: That's right. Now here we have a problem where I think coordination between agencies could help. Is it more beneficial to have an Employment Service counselor than it is to have a social agency counselor who gets a little higher salary? With so relatively few people qualified, should there be efforts to encourage their assignment to positions where their services will be most effective? And who should determine this? We get into a real complex problem here in the allocation of these qualified people.

VOICE: Except the individual still has, or should have, don't you think, retain his choice?

MR. CHELGREN: Certainly.

MRS. COLEMAN: Of course.

DR. FEINGOLD: Mr. Tash?

MR. TASH: In the university's role, I think Howard University, for one, has done quite a bit of work on this, although it may be the exceptional university. Their Community Action Section, funded under the Manpower Act, has done work with the semi-professionals which seems to be working fairly well. They have trained recreation aides, legal aides, and workers of this type. The universities have the qualified people who can help the semi-professional, but they haven't been utilized enough.

At Catholic University, for the last two years, we have had a former prisoner, a socially deprived youth, as a research assistant. In this role he has proved to be invaluable in getting contact with people we never could otherwise have located. But the universities, I would agree, haven't realized their commitment to the community enough. Nevertheless, it seems that they have tremendous resources, if we can get the right people interested.

DR. FEINGOLD: Do you feel it belongs at the University, though?

MR. TASH: Certainly. But not exclusively. If we want ot bring people into the semi-professional levels, we must utilize the resources they can offer.

MR. STAHLER: Universities, professional organizations and unions are concerned about lowering the standards. This is understandable. And I think what is needed is a clear definition of what the duties of these lower jobs should be, and what would be proper compensation for those jobs and proper standards.

I am not too sure that in the CAUSE II program the distinction was too clearly brought out between what the CAUSE trainees would be doing and what the regular counselors would be doing. Maybe the title might have been wrong, maybe another title should have been used that didn't have the word "counselor" in it. But I think what we need is to provide for occupational analyses and others to examine jobs and regroup these duties, redefine them, and indicate what qualifications are realistically necessary to perform them--just as in the nursing profession. I think that would go a long way to opening up thousands of job opportunities for older workers, and this is what we are talking about, as well as for other disadvantaged groups.

LENA F. EDWARDS, M. D. (Federal Advisory Council on Manpower Training): I sat for three days in the Labor Department, in a review and analysis of the Task Force report. If you have a chance to read it, they recommend upgrading the whole USES. I think we feel that the quality of the counselor should not be sacrificed to the need for quantity, but that -- and this is my belief -- if they go along with the type of thing they hope the Congress will give an appropriation for, those who have done a good job, without all of the degrees, will be encouraged to go ahead to the university and get their degree. If we could get people from the neighborhood as sub-professional workers, under the professionals, along with appropriations from Congress for education for counselors -- you need 5,000 of them by the end of the year -- then it is our belief that a high percentage of these sub-professional workers will go on and get their degrees. So we would have something like you are talking about -- escalating of social workers. The professional worker will be the leader, with the sub-professionals under her. She can motivate them to continue education to become professionals. So by the end of 1970, when you will need an enormous number of counselors, they will be ready. But where are they going to train?

I was talking to a young man from Duke, which has one of the first counselor training colleges in the country. Howard University is trying to get one, but the universities are going to have to train people to train counselors. There are small countries like Sweden and Norway Those countries are bad words, because they have socialization, but there they have training for counselors. And we are going to have to pattern after those countries. You do not have any degree in counseling in this country.

MR. ZIEGLER: The closest to it is psychology.

VOICE: Psychology or sociology, something in that field.

MR. CHELGREN: I think for the graduate level, they go into specialization.

DR. EDWARDS: The people I was interested in for five years didn't even have their names taken when they walked into an Employment Service office, to say nothing of providing counseling. Yet these people need counseling badly. So we are just going to have to face it.

MR. STAHLER: What we are saying about sub-professional workers, I think, should apply to skilled occupations too. We are concerned about providing enough people to provdie the services that are needed, and I am also concerned as much or more so with the large number of unemployed at the lower echelons, with fourth grade education or sixth grade education, who might beutilized in parts of jobs that require highly developed skills and two or three years of training. And just as you can have a teacher's aide, for example, to take up some of the duties of a teacher, such as correcting papers, scoring tests, and what-have-you, you can train aides to assist on skilled jobs. I realize you have to get the concurrence of the unions, professional organizations, and employers. But I honestly believe that if a real effort to re-examine jobs were made, and think in terms of the labor force that is available to fill the jobs, we could do a very great deal to bring together the mass of unemployed and the job openings that are really crying for workers.

I was in Boston the week before last and visited an electronic assembly firm. It was a small firm, and I talked to the Executive Vice President. He practically had tears in his eyes. He couldn't get workers. He has 45 but needs 70, and he said he can't get them for electronic assembly work. And yet Boston has thousands of people out of work. It is really ridiculous that this situation should exist. You know, we are not talking about professionals. We are talking about electronic assembly workers.

DR. EDWARDS: This is what we mean by the escalation of people. You are going to have to keep standards, but you can break down nearly any professional job, when you really analyze it, into about four categories, going almost down to the person with a fourth grade education.

For instance, I have been in hospitals where nurses are making packs for surgery, whereas in one of the hospitals where I worked, some of the women who are making packs for surgery have not finished the eighth grade, but they make the packs and release the nurses for other duties.

This is what I am saying can be done, wherever you have professionals. If you break it down further, you will be able to take the ones from the bottom and bring them up and the next and the next.

DR. FEINGOLD: Dr. Edwards, I would like, if I may, to mention one thing. I am in practically 99 per cent agreement with everything you said, with one exception. For the record I would like to say that today we do have counselor educators. I teach as a part of this program and we do have about 210 agencies in this country which are approved counseling agencies, meeting the standards of the American Personnel and Guidance Association. The colleges have gone along with the fact that there should be certain professional courses for the guidance profession. We have only this small number of counselor agencies and people who are approved, by the American Board on Counseling Services. We may be a long way from being in the position of medicine or law. But certainly, as a psychologist, I would say we do have standards. We do have certification, and licensing in various states, based on standards that have been set up at the college level. I don't deny we need everything you are saying. But there is a rare training that is being accepted by a good majority of the best universities for training as counselors. I would like to be on the record that we are moving in the direction of a real counseling profession.

DR. EDWARDS: I am not saying you are not moving. I am saying that years ago, medicine and dentistry were all one and the same, and they finally had to break it down. We should move in the direction of having these schools of counseling associated with the university. I know you have various centers. But the point I am trying to make is that we are hoping that the universities will be motivated enough to move in the direction of making this another school.

DR. FEINGOLD: Right. I have seen a number of hands back there.

MR. HENRY E. RICHARDS (Manpower Training Coordinator, Florida State Employment Service, Tallahassee, Florida): I have a question about utilization of counselors, because we are spread pretty thin. We have an MDTA project up for approval, multi-occupational, at Florida A & M University. This is for 320 underprivileged individuals mainly minority group members from 19 north Florida counties. Many of these individuals may have to be relocated to the metropolitan job centers in the south, central and south part of Florida. We would like to use project CAUSE counselor trainees to do this. What we would like to do is to take about six counselor trainees from the six Youth Opportunity Centers that are in big cities in Florida, one from each of the YOCs and send them for a week or 10 days to work with certain individuals in the Florida A & M project so they can interpret the labor market and in turn get to know the individuals. The difficulty is, well, these are counselor aides if you please, and yet we are talking about job placement. We are concerned about placement, and also we are working out of the age group, because the Florida A & M project is for individuals 18 through 40, and Project CAUSE counselor-trainees of course are supposed to work with individuals only up to age 22.

Do you have any comments on this, Mr. Stahler: How would you resolve it? Is it possible to do this?

MR. STAHLER: Well, I didn't expect you to address this to me. I think actually we had some discussion somewhat along those lines. What precisely were they--these were CAUSE I, former trainees?

MR. RICHARDS: Project CAUSE I and II classes. We have some fine individuals, incidentally, in both of these 1964 and 1965 classes.

MR. STAHLER: What precisely in terms of counseling duties would they be performing? You mentioned sharing occupational information and so on. To what extent would they be involved in the counseling process?

MR. RICHARDS: Some individuals would want to relocate, some would not. Traditionally I think the individuals from rural North Florida counties would be somewhat reluctant to relocate without the assurance, positive assurance, that there are available jobs in big cities. This would be made more of a certainty if a counselor who knows about the labor market, say in Miami, could say to the boy from Taylor County, or whatever county he is from in North Florida, "Knowing you and what this particular employer needs, I think we can negotiate and be the broker, so to speak, for you in this instance." This is the type of thing it would be. It would be a broker operation strongly involving counseling.

MR. STAHLER: Well, you see, I think my philosophy, personally, is different from that of many other professionals. I personally believe that in many cases a half a loaf is better than none. Many people disagree with me on this. They feel that a half loaf is worse than none, that no degree or aspect of counseling should be done by any but a fully-trained professional. But I think there can be a place for counselor aides, if their duties are carefully prescribed. I think if you know what the capacities and training and abilities are of individuals and make sure that what they do--the functions they perform--are in line with their abilities, and that you are not asking them to perform more than they are really prepared and trained to perform, there is a role for them.

In other words, if they are not trained counselors, I don't think they ought to do counseling in depth. On the other hand, I do think that they can provide information and that they can discuss certain problems such as methods of job search and assist workers with them.

I believe one of the real problems, frankly, is communication. I think people, for example, who are concerned about counselor standards understandably raise their hands in horror about a person like that doing anything at all along this line. I think our problem is we haven't defined clearly enough what role they can perform and should perform. Just like a tercher's aide. You don't expect the teacher's aide to really take over a class and do the teaching. But there are certain roles they can perform. And I think counselor trainees can perform certain roles, as long as you limit their roles and don't let them feel they are full-fledged counselors.

VOICE: That is where the problem comes in. So many people want to be--

MR. STAHLER: Yes, you have to define how far they can go, what they should not do, and secondly, they have to have competent supervision in what they are doing. I think if you accomplish those two things, there is a place for them.

MR. TASH: I want to point out one area where this was so. We were evaluating a project that was teaching socially deprived youth how to work with the mentally retarded. The project director admitted that older persons were better able to work with emotionally disturbed children. Their argument was that an older person, that is a woman or man over 40, can do a very good job in this area. They are stable; they probably have had children of their own; they are understanding, and they will stay longer, while the youth proves less reliable.

So that looks like a promising area.

A second point. While interviewing the proprietor of a camp for the retarded, I was told that he would rather hire a qualified nurse than a semi-professional. "I can get a nurse for $6,000 a year. If I take a semi-professinnal it will cost me $4,000 and I won't meet State certification requirements." At that point I thought, if only we had the On-the-Job Training to give him as an incentive, he might be encouraged to take the semi-professional.

DR. FEINGOLD: Yes. Well, we still have a number of things to do. Miss Schon reminds me we should be doing something about having some consensus so we can go back to the full conference with some things that we agree on, some action that should be taken.

My own feeling is that as we gain more counselors and we start counseling earlier in life, as we get into having elementary school counselors, which we are going, as we start in the Head Start programs, many of the problems that we are seeing may exist, but they will be in different form. We may alleviate them, because counseling, no matter what your background is, is a development approach. We can't just look at problems as crises and provide quick techniques that are going to solve the problem. This is too superficial, if one understands the complexities of human behavior.

But now we are ready to relate to something that will be creative. Perhaps we are willing to have a consensus of things that should be done when we go back to our own communities. Do you want to bring up some of your recommendations and see whether we can come to a sort of consensus. Or would you like to go with the suggestions and act on the recommendations of Mrs. Coleman?

MRS. COLEMAN: I suggested, and I would like to give all three at the same time, because they are kind of tied together.

One recommendation is that in at least all large agencies -- I know you can't do this in small agencies -- but in all large agencies that get older unemployed worker applicants who need counseling service, that the agency have specifically designated trained supervised staff to provide counseling service to the older workers who need counseling service.

Second, because in a way it is part of the first one, I feel on the basis of my experience in New York State that to some extent the methods and techniques that are needed by people who are counseling older workers differ from the methods and techniques needed by people who are for example counseling youth -- and I think enough agencies in this country now have had operating experience in counseling older workers so that it would be desirable to have a research project to analyze and pull together what those different methods and techniques are, so universities could then be encouraged to set up the necessary specialized courses for the people who are going to be counseling older workers.

And my third recommendation was that all agencies, and particularly the Government, in preparing its budget, give continuing support, financial support, to agencies that are concerned with and are working with the special problems of older workers. And I mean that not only in respect to counseling, but research and everything that goes with it. Because I think one of the difficulties in this field, as those of us who have been working in the field of aging realize, is that many agencies, including the Government, kind of blow hot and cold on this issue. It is kind of like the Chinese New Year. You know, this is the Year of the Dragon, and next year is the Year of the Lion and the next year is the Year of the Bear, and you don't get back to the Year of the Dragon again for 10 years. So one year you will get money to do something about the aging and you go out and try to do it, and next year that money is not available any more, because by that time everybody is interested in youth. So it isn't only, I feel, the amount of money you get, but the continuation of it, so that you don't have this Year of the Dragon and Year of the Bear and Year of the Lion. And those are my three recommendations.

DR. FEINGOLD: Let's see if anybody wants to endorse this. Do we have any reactions? We would like to come up with a consensus.

MR. STAHLER: Does Ann Altman agree with that?

MRS. ALTMAN: Partly. I would like to say one thing. It is somewhat related to Mrs. Coleman's recommendations. It also ties in with your earlier suggestions and some of the suggestions others made. I think one of the areas that needs scrutiny in some governmental agencies is the obsolescent classification structure. We have for example in New York State, one title, employment interviewer, and this covers everything. It covers the individual who is really doing, in my opinion, a semi-clerical job. He is sending out day workers. It covers the employment counselor, who is working in great depth with youth. It includes the counselors for the handicapped, the older worker and so on.

On the other hand, what is happening is that these people, as they develop know-how and training, are very quickly absorbed by other agencies. We are all working for the same thing, the same standards for counseling and so on. We are getting in a stream of new workers, who are for the most part very young people just out of school and, even though they may have degrees, really have very little experience, very little know-how.

So we take them, we train them, and again they go out. They don't even stay long enough to escalate within their own agency.

Along with this, and this is my personal opinion, and this is where I don't agree with Mrs. Coleman quite, we are beginning to become too over-specialized. We have a counselor for youth, we have a Not-Occupationally-Set counselor, we have an older worker counselor, we have a counselor for the handicapped, we have a parole counselor, we have a high school counselor. We have all kinds of counselors.

I agree that certain groups do have very special problems. And I would accept youth as having problems that are really different from anyone else in the sense that they are beginning and they don't have any background of experience. But I truly believe that other groups, especially the more mature groups, have many problems that are similar. I think certainly in working with the handicapped person, you must know about disabilities. In working with a superannuated person, you certainly have to know some of the things that happen when the psychologic aging problems develop. But I don't think all persons over 45 are "older workers," and needing this very overly specialized service.

MRS. COLEMAN: Nobody ever said that.

MRS. ALTMAN: I also don't think the techniques, even with those who do have problems, are really so different that we couldn't maybe get away from this fragmentation, this over-specialization, whatever you want to call it, and perhaps just develop very good counselors who would be equipped to handle most of the people who come to us, whether older or handicapped or dislocated.

MR. ZIEGLER: I would like to second that, every bit of it. Specialization is fine, but it seems to find its own level. We have no problem with older workers. We make no distinction of age, 18 to 80.

DR. FEINGOLD: All right. Let me come back to this, since I don't think we are ready to agree on this point. Let us see if we can get a few basic guidelines that we would agree upon.

Could we all agree there has to be a greater knowledge, say, of community resources. This is a major lack in most communities, and extend that to the fact that, based on our experience, we are not utilizing the private and public resources to the fullest extent that we might at this point?

(Several affirmative responses)

Could we perhaps accept Abe Stahler's idea of some sort of a Manpower Council in various communities, made up of labor, management and other key individuals, so that each community would have a greater knowledge in depth of what is taking place as far as training and job resources and the like for the better utilization of the older worker?

MR. STAHLER: And what is needed.

DR. FEINGOLD: Could we agree on that?

MRS. COLEMAN: I would, if we would also accept what Abe said, I think, and that is that we would experiment with this in a couple of communities first.

DR. FEINGOLD: These will be pilot studies.

MRS. COLEMAN: Yes. That there be pilot studies. Not get out a directive that every community must suddenly have one. Because I think you would agree there would be all the difference in the world between what a committee like that could do in Oneida, New York, and in New York City.

MR. STAHLER: I think it ought to stem, the power or the experimentation, from the National office, in Washington. I think it should stem if possible from Washington, but the communities need not necessarily wait for that.

DR. FEINGOLD: All right. Okay. I hope you think of others. There is a consensus on this point.

Perhaps we need to be more aggressive in reaching people who need help rather than what we did say 10 or 20 years ago, where we waited for people to come in for service. We feel definitely today that communities have an obligation to seek out people who need help and so something about it. Can there be consensus on that?

(Several affirmative responses)

The next point, that there is a need for greater evaluation of the role of the indigenous worker in various fields.

Could we have a consensus on that? Without specifying whether it be case work, psychology, or what-have-you, but that we feel this might be investigated and explored in depth.

(Several affirmative responses)

DR. FEINGOLD: Are there any other items?

MR. STAHLER: The point I made is not just that, that was just a facet of it. I was more concerned about a natinnwide effort, perhaps on a pilot basis initially, of studying jobs that are in short supply and will be for some time, to determine how the duties may be regrouped in order to utilize persons with relatively low abilities in the job market, to bring together agencies--

DR. FEINGOLD: Right. I had forgotten that. That, I think, is extremely important.

MR. STAHLER: I think the example Dr. Edwards gave is a good one.

DR. FEINGOLD: On a pilot basis again?

MR. STAHLER: I think so. Let me add, with participation by employers and labor unions as well as Government people and, where it involves professional occupations, the professional organizations and the universities involved. In other words, I feel they should be participants in developing as well as carrying out the program.

DR. FEINGOLD: I think you are right.

DR. EDWARDS: If we are going to break down the jobs of the professionals into categories where we can use people with less training and education, then we are going to have to have very explicit job descriptions to insure against subprofessionals doing too much, going beyond their capacity. And they are going to have to have good supervision, with professionals doing the supervising.

VOICE: I think another point here is that, conversely, use can be made of people who are over 65 who have a lot of skills, using them say on a voluntary basis. This is an area we need to explore a lot more in the Employment Service.

We have a proposal in submittal stage right now for a demonstration project for older workers which will use volunteers. We don't know what will happen to it but I think it might be well if we see what the group here thinks of it.

DR. FEINGOLD: Is this employment counseling of the older workers? I am not sure what your point is.

VOICE: The idea is to bring in retired professionals, say a retired counselor, who would work as a volunteer, who may not want to be hired, or maybe on a part-time basis.

MR. STAHLER: A related thought occurred to me, which also is being tried out in Youth Opportunity Centers, and that is to utilize consultants on a part-time basis to provide psychological, psychiatric, and similar types of services for the Public Employment Service and other agencies because of the shortage of full-time professionals. I think we should look at that more, in addition to the suggestion about volunteers.

VOICE: In looking at the long-run problem Dr. Feingold, you stressed the importance of starting early, and preparing people for perhaps several careers in their life. I think that we need to look at the importance of stressing counseling in schools, not only high school, but junior high and before that. Because many of the problems we are seeing today are related to problems that started a long time ago, because there was nothing in the schools.

DR. FEINGOLD: This is my own bias in this whole problem. To me this is the heart of counseling, what we are trying to do with the older worker.

VOICE: And I don't think it is easy to get the importance of this point across to the education people, especially when you are stressing this on the junior high level.

Now Dr. Edwards made this point two years ago at a conference in Amarillo, Texas, and I can remember the reaction of some people at the time was, you know, this junior high school, this is unbelievable, starting at junior high or before.

MR. ZIEGLER: Start in the elementary school.

MRS. COLEMAN: If you also though stress the other part of the point that counseling and the need for counseling may be a continuum. The only thing I don't want to happen is that somebody gets the impression that if you will please just do good counseling in kindergarten, then the person is taken care of for the rest of his life.

DR. EDWARDS: No, to go through life.

MR. STAHLER: I just want to agree with what you are saying, but emphasize the point that we should be concerned with preventive counseling instead of waiting until crises take place.

DR. FEINGOLD: That is what we have been doing to a great extent with the aging. It has always been a crisis approach rather then a long range developmental approach.

MR. ZIEGLER: This is our point in starting group action with those in the unemployment compensation line, before the guy is out a long time. Generally he can't get counseling until he has been out of work two or three months. But nothing should be taken away, only added, and not doubled, quadrupled.

DR. FEINGOLD: All right. Perhaps before we do anything else we ought to go over your three points again, Marguerite. Can't we say we all agree there is a great need for all kinds of counselors. There is a tremendous lack of counselors. Every effort must be extended at the community, local, state and national level, to see that we obtain more counselors, in order to meet the rising needs of all groups. Would there be a consensus at least on that point?

MR. ZIEGLER: Could we add one more thing to that?

DR. FEINGOLD: Surely.

MR. ZIEGLER: These counselors must have knowledge of the economic system itself. Equally important to psychological training is training in basic economics, some formal courses in this, and this is a lacking factor.

MRS. COLEMAN: I would agree with that, because I do think in the usual training of counselors, much more emphasis is put on analyzing the individual than is put on analyzing the labor market which the worker is trying to enter, and I really think you need both.

MR. ZIEGLER: You have to look at the box as well as the shoes.

MISS SMITH: I think this is especially important, We talk about the need to educate our youngsters today for jobs that don't even exist and we don't know what they will be. We have to think in the same way of the older worker, of jobs that are not existing and of new ones coming along and therefore the only way we can meet this is to help the individual to be aware of the changing world.

We talk about college educations. Well, we all admit that if we haven't been back to college in the last 10 years, we, too, are obsolete.

DR. FEINGOLD: Are we ready to do something?

MR. STAHLER: Marguerite had three suggestions, and she suggested we have the package. My guess is that at least two of the three are probably non-controversial, and that only one is controversial, really.

DR. FEINGOLD: That is why we are not getting a consensus.

MRS. COLEMAN: All right, because I think as a matter of fact if you accept my second recommendation, the first one would have to wait. You see, I do feel rather strongly on the basis of a great deal of experience that it is necessary to develop and use somewhat different methods and techniques in counseling older workers from counseling for example youth or any other kinds of people. Hence, my second recommendation was that somebody look into what has been going on in the Public Employment Service and other agencies that have been counseling older workers to find out if the point I am making is valid. Is there some difference and if so, what is that difference, and what is necessary then to train people who are going to work with older workers? If it's found there is no difference, then all right, there isn't. I think there is.

DR. FIRST: I would like to back up to number 1 again and speak in support of it. We have been limiting ourselves to the older worker, assuming with proper techniques we could find him a job, but the Employment Service is faced with the older worker who is really preparing for retirement, and needs very specific counseling for alternate types of activity which are not job oriented. I think this is the direction we are moving in. The percent of the population in this age group is going to grow, and the sooner we get a program to train counselors for these older applicant pre-retirement counseling needs, the better it will be.

MR. TASH: Whether you decide to put a specialized person on this depends somewhat on the size of your shop, the location, and so on.

MRS. COLEMAN: Of course. That is why I said in my recommendation that large agencies consider this possibility.

DR. FEINGOLD: Are we ready to come to some conclusion on her recommendations? I have a feeling that not everyone is willing to accept them and I am trying to see what we can accept.

MR. STAHLER: There are two out of three I think are probably acceptable.

DR. FEINGOLD: No, some people are nodding their heads, I am sorry to say.

MR. STAHLER: What is the third one?

MRS. COLEMAN: The third one was that we do make continuing funds available so that we don't have this business of this year it is the older worker crisis, so there is a lot of money available and everybody goes rushing around about the older worker, but next year it is some other crisis, so there is no money available for the older worker, that we have some continuing financial support.

DR. FEINGOLD: I think we can accept that, can't we?

(Several affirmative responses)

DR. FEINGOLD: Is there anything else? We have two more minutes, but since we met a half hour earlier at lunch, we will close, unless somebody has something to say.

MR. ZIEGLER: A recommendation that there be some positive group action in the unemployment compensation lines to awaken people to the economic situation they face when they are looking for a job, so they will all be taught all of the avenues for employment and be told the Employment Service is not going to be able to get everybody a job, so they are going to have to do their part of this, they are going to have to go out and knock on doors -- some sort of a group educational program, and this would relate to counseling.

MR. STAHLER: I think we call that group guidance. And I agree that group guidance should be an integral part of the services provided through the public employment service to unemployed people.

MRS. COLEMAN: If somebody will give us the staff to do it, again.

DR. FEINGOLD: That is your recommendation, you have included that. It is in number 3.

Do we have anything else?

MISS SCHON: May I just add one comment to the one that Mrs. Coleman just added one to, and that is not only the staff, but some specialized trained staff for this group guidance, or group instruction in job search, or whatever it is. Because there are techniques in leading a group session, no matter what the session is about, that a person who is well-trained and qualified in individual counseling really doesn't know anything about.

MR. ZIEGLER: A good individual counselor could do it. All you need is a leader.

MISS SCHON: Well, all right.

DR. FEINGOLD: Well, you are getting into a controversial issue here. Does anybody else want to say anything?

It is four o'clock. We have covered a great deal of ground, and I think some interesting thoughts were distilled here. I hope we are stimulated enough to go back to our communities and actually put into force or help stimulate some action based upon facts that have been presented here this afternoon.

Thank you for coming. I hope to see all of you again.

(Thereupon, at 4:00 p.m. the Panel IV meeting was concluded.)

Panel and Workshop X

EMPLOYMENT SERVICES FOR OLDER WORKERS -- WHAT MORE IS NEEDED?

The panel was convened at 11:00 o'clock a.m., Tuesday, January 18, 1966, Dr. Leonard P. Adams, Professor and Director of Research and Publications, School of Industrial and Labor Relations, Cornell University, Presiding.

DR. ADAMS: Ladies and gentlemen, welcome to Panel X.

Our topic is "Employment Services for Older Workers -- What More is Needed?"

We have a group of distinguished people here, both on the panel and in the audience.

There won't be much time this morning for audience participation, but this afternoon there will be.

We are fortunate this morning to have with us a gentleman who has just recently completed a study of employment problems and will talk with us about the particular problems of older workers as seen in this study.

Dr. Harold Sheppard, who is now with the W. E. Upjohn Institute, has just completed a study in Erie, Pennsylvania along these lines, and he will bring to us this morning some of the findings from this study.

Dr. Sheppard is well qualified to talk with us as I'm sure that you know. He has a Ph.D. in Sociology and Anthropology from Wisconsin --

DR. SHEPPARD: With a minor in Labor Economics. (Laughter)

DR. ADAMS: You studied I believe with Selig Perlman?

DR. SHEPPARD: Right.

DR. ADAMS: He is a Fulbright scholar who spent some time in France and other countries.

He has served as research director for the Senate Committee on Aging, and he has published in this general field.

Without building you up any further Harold, I suggest that we go ahead.

Dr. Sheppard's subject will be, "What More is Needed in State Employment Services ?"

DR. SHEPPARD: This is the first formal public opportunity I have had to present orally the research findings of a study, financed in large part by the Department of Labor, on the job-seeking behavior of unemployed blue-collar workers.

Erie, Pennsylvania was chosen as the community for the research project.

It was not our purpose to merely reproduce another study showing what per cent of the older workers were still unemployed and the wage rates of those who found jobs, relative to the younger workers who found jobs, and relative to their previous jobs, that is, the same old classical type of study. I think we are at the point now where we have to go beyond that level of knowledge.

For exploratory reasons alone, if nothing else, we were interested in seeing what were some of the other factors that influenced the job-finding success of workers. And I will explain the "other" in a second.

In addition, we were interested in the job-seeking behavior of workers. There has been very little done on the job-seeking behavior of people who have been laid off -- of what unemployed workers actually do in their job search.

This is a study of individuals who had been attached to the labor force and for one reason or another were listed as unemployed in the local office of the Employment Service in a certain time period.

In addition to such factors as age or skill, what else might be involved? We were interested in the social psychological side. Specifically, we dealt with four major concepts when we talked about the social psychological factor.

The four were achievement motivation, achievement values -- which is not the same thing as achievement motivation; job interview anxiety; and the fourth, which is germane to our meeting -- the question of how a person defines himself vis-a-vis age. We determined this by asking the workers: "How old do you feel you are ? Young ? Middle-aged ?" And so on.

This particular aspect of the inquiry stems from the notion that the way people look upon themselves is an influence upon their behavior, as well as chronological age or skill level and what-have-you.

Let me try and explain very briefly what I mean by achievement motivation, achievement values, and job interview anxiety.

The first concept is based on research and theories of David McClelland, a psychologist at Harvard University and chairman of the Department of Social Relations there, who has written extensively on the role of psychological factors -- in particular the achievement motivation factor -- in economic development and entrepreneurial behavior.

He hasn't done research on unemployment. But as a hunch we had a feeling that this factor had something to with the job-seeking behavior of non-entrepreneurs, in this case, blue-collar workers.

Our project was the first, I believe, in which achievement motivation theory was applied to the job-seeking behavior of unemployed blue-collar workers.

Essentially the term refers to an individual's willingness and tendency to persist and to excel, in situations involving success or failure.

It is measured not by the usual methods of asking a person, "Are you lazy or are you ambitious ?" Instead we asked the person to tell his own story about a series of pictures that contain one or more men or women, and then we analyzed these stories in terms of the degree to which striving, achieving, succeeding, etcetera, characterize their stories.

In other words, these are thematic apperception tests, projective tests.

The second concept, achievement values, was derived from the research of Bernard Rosen, a sociologist at the University of Nebraska, who also has made some major contributions to the fields of social stratification and occupational mobility, as well as economic development. Unlike achievement motivation, however, achievement values are measured by agreement or disagreement with a series of statements, such as : "When a person is born, the success he will have is in the cards, so he may as well accept it."

Job interview anxiety refers to the fears that workers have and how nervous they claim to be when confronted confronted with the prospects of being interviewed for employment by an employer or his representative.

Eight questions were adapted by a psychologist on our staff from the research literature dealing with anxieties of college students about academic tests.

These were the three major concepts, in addition to the one about age-self-concept.

Let me start with that age-self-concept. As I have said before, the younger job-seeker -- and by "young" in our study we meant anyone under the age of 39 -- 38 and under. No one was younger than 18, by the way. And anybody 39 and older was "old." The sample's median age was at that point.

When you consider these chronological age characteristics, there is a significant difference in the job-finding success between the old and the young workers -- just chronological age per se.

But when you take the psychological age classification, asking a person whether he feels young or old, that self-concept classification becomes even a better predictor of job-finding success than chronological age per se.

I don't know how much I have to stimulate your imagination to show some relevance of this type of finding to the question of what else is needed in the Employment Service.

The general point is that I feel that everybody involved in all the agencies concerned with employment problems of older workers ought to become more sensitized to the specific psychological problems in the job-seeking behavior of older workers.

The fact that a man feels himself to be old appears to be a greater deterrent to his job-finding success than the sheer quantitative factor of his actual chronological age. Even when we held chronological age constant we found that young workers who considered themselves old had a lower job-finding success rate than the old workers who considered themselves young. I won't elaborate on that. But I think you ought to see how this becomes crucial.

Now, let me get specifically to some of the by-products of our research concerning the role of the State Employment Service, and let me make clear that the Erie office, happens to be, as far as I can tell, one of the best in the country. Earl Klein spent some time there. Didn't you, Earl?

MR. EARL T. KLEIN: A little bit.

DR. SHEPPARD: I think it has within the Service -- and Louis Levine can correct me on it -- the reputation of being one of the best offices.

But I want to point out there are certain cultural patterns and biases with reference to how people deal with the so-called older worker. And let me be specific here.

Nearly every person in our sample reported that he had used the State Employment Service as one of the ways to find a job. All the names were taken from the files of the Employment Service. But, even so, there were variations in the degree to which the Employment Service provided specific types of assistance to them. This fact was derived from their answers to a series of questions -- whether the Employment Service, for example, referred them to employers for a job, gave them any type of test, counseled them, prepared them for a job interview, or referred them to a training program.

Based on answers to this series of questions, it was determined that slightly more than one-half of all the male workers using the Employment Service received at least one type of assistance from that agency.

I should also point out that in our study there were a number of workers who had been called back to their old jobs by the time we interviewed them. It's important in this connection to indicate that the people who got called back to their old jobs got less assistance from the Employment Service than those who didn't. The true job-seeker, in other words the one that had no prospect of being called back, received more assistance, which is what we would hope would be the case.

But within the group of workers who were not called back to their old jobs, there nevertheless were variations in the amount of help received from the Employment Service, depending on their age.

Younger workers received much greater attention than older workers.

And the higher the skill, the more the attention given by the Employment Service.

When you combine these two variables, you find an even greater difference.

I don't think it is insignificant to point out that those workers who received zero types of assistance had a lower reemployment rate than those who received two or more types of assistance.

This is a statistical correlation, and I am not necessarily saying there is a causal relationship. But it certainly suggests we ought to look into this, because it could be that the characteristics that prompted the Employment Service to give certain workers more attention were also by coincidence the factors, the characteristics, that prompted employers to hire them.

It's easy to jump to the conclusion this is proof of a causal relationship. But the important thing is that, even so, when you hold age constant, the employment success was related to the number of types of assistance that the worker received from the Employment Service.

And as a possible measure of employer discrimination, taking all those workers who received two or more types of assistance from the Employment Service, again we found that the older worker had less success than the younger worker.

In our report we point out that the job-seekers differed from one another in such matters as whether they bothered to look at all for a job once laid off, how soon they started to look for a job if they did look, how they chose companies to check at. We asked them whether or not they checked only at those companies they had heard had openings, as opposed to going from company to company to look for a job.

The first is what we call the prior awareness method, and the other is what we call the wide-ranging method.

The older worker tended to restrict himself to those companies he had heard had openings much more than did the younger workers. I'm not saying that most of the older workers did. I am saying that there was a higher percentage of older workers who restricted their job-seeking behavior.

These differences in job-seeking patterns were related more to social psychological factors than to age per se or skill per se.

Finally, there were variations in the actual total number of techniques they used to look for a job, not just total number of companies -- whether they went to the Employment Service plus going to companies plus looking at the newspapers plus using the unions. There were eight of these techniques. Again, the total number of techniques used was related to the social-psychological factor.

Let me make one more point. Among those workers who did find jobs, new jobs, the way in which they found out about their new job was also related to their social psychological characteristics.

High achievement motivation and low anxiety characterized much more those people who found their job through going directly to a company, as compared to workers finding their jobs through other services.

Let me put it another way. A much higher percentage of those workers who found their jobs through the Employment Service were characterized by low achievement motivation and high anxiety.

The important generalization here is that the Employment Service plays a very important role in serving as a sort of buffer or intermediary between the individual job-seeker and the ultimate employer.

It seems to me that the Employment Service ought to become even more sensitized toward identifying those workers with such psychological characteristics, especially as they are found more frequently in the older job-seeker.

DR. ADAMS: Thank you very much, Harold. I think we want to hear more this afternoon about some of the other findings from your study.

Our next discussant is Mr. Earl T. Klein, who I think probably needs next to no introduction. He is, I am sure, known to most of you.

He is a person who has devoted about 30 years of his life to working on problems of employment and unemployment, particularly with respect to disadvantaged groups or groups needing special care and attention.

His present position is Deputy Assistant Director of the Office of Manpower Planning, Evaluation and Research, which I guess upgrades you, doesn't it, Mr. Klein?

MR. KLEIN: No. It's the same thing, just a different name. (Laughter).

DR. ADAMS: Well, in any case, you are going to talk with us I believe about "The Implications for Government Employment Services Growing out of the Experimental and Demonstration Projects for Older Worker Training and Employment.

MR. KLEIN: Thanks, Leonard. The Office of Manpower Planning, Evaluation and Research is assigned the responsibility, in the Manpower Administration of the Department, to carry out that part of the Manpower Development and Training Act which authorizes the study of various manpower problems on a pilot Experimental and Demonstration basis. (E&D).

Somewhat like Mr. Levine's description of the Employment Service Program this morning, the emphasis in the initial stages of the E&D program also was directed toward young people. But before the program grew very old it became apparent that the older segment of the labor force was indeed in need of some experimentation with a variety of manpower services in order to improve what has been an apparent service gap over many years of my observation and I am sure yours.

So this program provided for contracting with public and private nonprofit agencies in order to make some breakthroughs in this area.

The fundamental purpose was to learn, to identify what had been learned, and to transmit it and to stimulate replication among public and private agencies, among which perhaps one of the most important is the Public Employment Service.

In this connection we developed six individual experimental and demonstration projects under a master contract with the National Council on the Aging, the organization which is sponsoring this meeting.

In addition, we developed a few other projects, so that, in total, we had eight projects devoted to experimenting with various manpower services, as they relate to the training and employment of middle-aged and older workers.

In sum, we might say that the distinguishing feature of these projects was that the clientele were the major target of our effort rather than the consideration of the question of "reasonable prospect for employment," which is a requirement in regular training programs under M.D.T.A.

In other words, these projects were applicant-oriented rather than job-oriented. The consideration of employment possibilities was, of course, kept in mind, but it came later.

Another important feature is that the individuals in these projects were worked with on a casework basis. The numbers were manageable and they were worked with intensively within the time limits of the contract.

This approach is different from the normal situation in a Public Employment office where such intensive services and treatment are not usually given.

Now, the kind of services rendered in these demonstration projects were substantially those that are given in a public employment office, and I have listed them here on the board:

Recruitment.
Vocational Assessment.
Counseling.
Selection and referral for training.
  (a) Pre-vocational training.
  (b) Vocational training.
Job development and placement.
Follow-up.

The difference essentially was that these services were performed in a different way.

Let's start with recruitment. Traditionally, in the Public Employment Service, recruitment is in response to employer demand. There is a seeking out or reaching out for persons with the requisite skill, or training potential when this occurs.

But if this does not occur, the assumption is: "There is plenty of work to do, and more people to help than there is staff available, so why reach out and get some more work and some more problems ?"

But in most of these E&D projects, a conscious effort is made to seek out the clientele who frequently are unaccustomed to going to public agencies or have given up the job search.

This is something we learned, not only with older workers but also with almost any kind of disadvantaged person you might mention. Now this approach is being built into the Public Employment Service, and I think there will be more of this going on. But this was an essential technique that most of the projects had to use.

Sometimes the individuals hadn't been reached because they were alienated. They had endured long-term unemployment. They were no longer job-seekers when, in fact, they ought to have been.

In some cases, out-reach was necessary -- such as in a project now going on in Asheville, North Carolina, serving essentially a rural area located in the heart of Appalachia --

-- because the geography requires some kind of out-reach.

Very often, out-reach was needed in the cities and in the slum areas where the barriers were social and cultural rather than geographical.

This concept, as I said, is now being built into the youth services program of the Employment Service, in the Youth Opportunity Centers that have been established. There are some 75 in operation right now in various State Employment Service agencies.

But the essential need is there for all age groups and all disadvantaged.

Some of the out-reach activity in the case of older workers needs to be to the places where they congregate -- senior citizen centers, recreation centers, and other facilities of that kind, as well as into their homes.

Let's take up the next point, vocational assessment.

The interviewing and assessment techniques now in use in the Public Employment Service assume a certain level of cultural and educational development on the part of its clientele which, in fact, many of them do not possess. In many cases communication skills are lacking. Where this is the case, it becomes difficult to explore with the job-seeker his background and experience, expressed in terms that have meaning in today's job market. So the present techniques hamper an evaluation, a true evaluation of the client's potential.

Consequently, devices have been sought in some of these projects to overcome this deficiency. One of the older worker projects, the Milwaukee project, experimented with non-verbal comprehension and interest measures.

The Employment Service, too, has become aware of this problem in the last several years. They have developed an experimental battery -- it does not as yet have wide application -- which recognizes this lack of communication facility on the part of many of its job applicants, and it is trying to develop a non-verbal version of the General Aptitude Test Battery (GATB). However, in my judgment -- and this is a personal one, rather than one emerged from the E&D project -- I don't believe this is enough.

I believe that, with the older person particularly, work sample testing may be much better and may be a better measure of true potential. For this technique, one needs equipment, benches, machines, work space, etc. where the job seeker can try out various manipulative and clerical skills and observations can be made of actual performance. This is not a practical set-up for a Public Employment Office.

To introduce work sample testing, the Employment Service needs clear authority to contract for auxiliary services in order that they may make better vocational assessments of their clientele. This is one area that should get some attention.

Let's now discuss briefly the counseling service which is being covered more fully in another panel.

It has been pointed out that, in the Employment Service, about six per cent of the older workers are getting counseling. It is estimated that about 25 per cent of Employment Service applicants age 45 and over need this service.

There are all kinds of ways of getting counseling and all kinds of counseling, which some of our projects have pointed out. For example, in the South Bend project, union counselors, members of the UAW, were used primarily for personal counseling rather than vocational counseling.

Most of the clients in that project, unemployed as a result of a mass lay-off, did go through the Employment Service, got vocational counseling, testing, etcetera. As important as such help is, they needed and were able to obtain additional support, advice on personal problems and encouragement from indigenous counselors. The unemployed person frequently needs both types of counseling. This, as Dr. Sheppard has pointed out, has many implications for the Employment Service. There is some work going on toward increasing allocations for counselors, improving counselor hiring standards and improving the training and preparation of counselors who work in the Employment Service setting.

Group counseling needs to be expanded and improved, even though there has been some Employment Service experience with this technique. Group counseling along with individual counseling offers much help to the older worker who is unsure of himself and lacks the "achievement motivation" about which Dr. Sheppard spoke.

In the area of selection for referral to training, the key need here is to develop in each community the widest range of alternative types of training, under various forms of financial support. MDTA is just one source. The anti-poverty program should afford other opportunities. And the range of adult vocational training programs is widening under the Vocational Education Act.

The performance under MDTA has been inadequate to date with respect to selecting older workers for the training programs. Only about 11 per cent of the trainees are age 45 and over, while this group represents something like 27 or 28 per cent of the unemployed. If you consider the long-term unemployed, (15 weeks or more) unemployment rates are higher.

Individual job development and placement are key elements in an older worker program. Yet these activities are time-consuming and expensive. The Public Employment Service is not adequately prepared and financed to do this job on any large scale, at least on the scale that we believe the older worker requires.

The E&D projects paid off well in this area, because they were able to handle their clientele on a casework basis and individually solicited job opportunities for them with good

results.

In one project in Boston, the John F. Kennedy Community Center, of those who applied on their own initiative to the project, 76 out of 162 were worked with and placed. There were some 48 people referred by the Massachusetts Employment Service to the same project who were identified as very difficult to place, and 20 of those were placed by this particular facility, even though they had been regarded as virtually unplaceable.

I think that the key to success in such job development is in knowing your clients. The projects, working with a smaller number and more intensively, have this advantage. Knowing their clients' capabilities. job developers can "sell" an employer or, in effect, vouch for them. On the other hand, when an unemployed person walks in "cold" to the employment office of a company he's Mr. X, and his capabilities are not known. If he is past 45, the hiring procedures may reject him automatically or make him a less desirable employment risk. The job developer, serving as the middleman who knows his client and has the confidence of the employer, is often an effective agent in getting employment for the older worker.

Thank you.

DR. ADAMS: Thank you, Mr. Klein.

Our next discussant is Mr. Vernon Jirikowic.

Mr. Jirikowic is at the present time research director for the International Association of Machinists. I believe he has been with that organization since about 1951, so he should know their point of view pretty well.

His subject will be, "Organized Labor Looks at the Employment Service Program for Older Workers."

MR. JIRIKOWIC: I want to express my most sincere appreciation to those responsible for planning this conference and for providing a forum to discuss the employment problems of the older workers, particularly as this problem relates to the activities of the Employment Service.

Employment problems of older workers are not something new to the organized labor movement in this country. The problem of securing, retaining and of upgrading employment for older workers has been vividly and pointedly brought to the attention of every labor union in this country.

Discrimination against older workers has almost become institutionalized. Some progress has been made in relaxing some of the traditional rigid views held by employers -- both public and private -- but in my opinion, we have room for tremendous improvement.

In discussing this subject, I think one must make a very sharp distinction between the older worker who is presently employed and protected by a labor agreement, as compared to the older applicant on the outside who does not have a job and is seeking employment. In an economy which has fluctuated and which changes as rapidly as ours, it is not surprising that the labor movement has placed considerable emphasis upon the value and concept of seniority. Seniority is perhaps one of the basic devices in protecting the older employee, along with an array of other job and income security contractual clauses. Oftentimes, organized labor is, I think, unfairly criticized for "not doing more to insure the employment of older workers." With the exception of those unions that have established bona fide hiring halls and referral procedures, very few of the nearly 150,000 collective bargaining agreements in our country specify and provide the union with a voice in the hiring practices of the employer. Be assured that there are very few employers who will sit down and negotiate their recruitment policies and recruitment standards. Very rarely has organized labor been successful in negotiating standards which would guide the employer in his recruitment efforts.

To a certain extent, organized labor has, through the negotiation of improved pension plans, improved the livelihood of the older worker over that which was experienced in years gone by. With the growing number of pension programs that provide for early retirement and supplemental payments until age 65, it is possible to somewhat reduce the overall magnitude of the problem. As pension programs improve, both in terms of benefits, vesting, portability and opportunity to retire at an earlier age, older workers will have secured a degree of economic security which they did not have previously.

I should like to also mention, and I believe this is very important, that seniority as such has become a criterion, in many collective agreements, for applicants for training and retraining programs. For the most part, these programs are viewed in the same manner as a promotion, and the middle-aged and older worker is given recognition under many collective bargaining agreements when making application for entrance in these programs. Given the acceleration of introducing training programs -- and given the fact that seniority is considered as a criterion when making application -- it is reasonable to assume that the older worker will benefit.

As I have indicated previously, a sharp distinction must be made between the economic security of the older unemployed and the older employed worker. While organized labor does have a direct route in alleviating the hardships of the latter, it is primarily through the endorsement of legislation that we have sought to improve the position of the former. There is perhaps nothing so cruel to witness as the termination of employment of the older worker, knowing quite well that his chances for securing alternative employment are far less than for the younger worker. Perhaps at times some wonder at the enthusiasm and drive with which we in organized labor have endorsed certain legislation such as Medicare, higher Social Security benefits, strengthening of the Employment Service, increased unemployment compensation benefits, and other legislation. In addition to the actual and very real need for these benefits, much of the impetus in our drive for this legislation has stemmed from our own individual experiences when viewing these happenings.

During the past number of years, there has been considerable discussion of strengthening the Employment Service to better respond to the particular or unique problems of different unemployed groups within our society. These include the older worker, minority groups, handicapped workers, veterans, and others. Essentially, I feel that the problem is not so much one of tailoring or fashioning particular services for particular groups as it is a problem of strengthening the entire Public Employment Service.

A number of new laws have been passed since 1960 -- all of which bear upon alleviating the employment problems of the older worker -- and all of which utilize to some degree the Public Employment Service: the Area Redevelopment Act of 1961, the Manpower Development and Training Act, the Vocational Education Act, the Economic Opportunity Act, as well as the Youth Opportunity Centers. I'm sure there will probably be more laws in the near future also. With our growing massive concern for an effective manpower policy, the role of the Public Employment Service will enlarge. There is no other agency to do what has to be done. An effective Public Employment Service is one of the major keys to an effective manpower program.

The recently released recommendations of the Employment Service Task Force under the Secretary of Labor should be carefully considered -- since they do strike at some of the more apparent weaknesses of the Service. While the Task Force did not recommend "federalizing" the Service -- something which organized labor believes should be done -- they have gone a long way in suggesting strengthening administration of and in better defining what should be expected of the Service in an economy that is rapidly changing, and with such changes, radically altering the manpower requirements of our society.

Specifically, they recommend that "Special efforts should be extended by the Employment Service to reach out to persons in need of specialized manpower services to improve their employability."

Experience has shown during Demonstration projects conducted by the U.S. Department of Labor, that the placement of older workers can be achieved with the use of intensive and individualized efforts -- efforts far beyond those exercised in the normal placement of job seekers. Some of the techniques which have been used and which have proven to be quite successful in assisting the older worker in securing employment are:

(1) Making a thorough inventory of the individual's past job experience.
(2) Encouraging individuals to exploit those aptitudes and skills in which they are more proficient.
(3) Utilizing additional tests to determine particular aptitudes and to encourage the improvement of certain skills to secure employment.
(4) Assisting the individual in preparing for interviews with prospective employers.
(5) Referring individuals to suitable training and retraining programs where additional skills are needed.

Probably one of the most important tasks of the Employment Service is to convince individual employers that older workers can contribute to their productive effort. There

are many who believe that with the strengthening of the Service, it will enjoy a greater degree of acceptability with employers -- and also with the unemployed and the general public. Up until the present, it has been generally accepted that the Service places a very small percentage of those seeking employment, and no doubt this has resulted from the failure of employers to list jobs with the Service and, to some extent, the failure of the Service to spend more time with certain groups in assisting them in their job-seeking efforts.

Older workers are limited insofar as certain physical effort is concerned, but experience has shown that they are more conscientious, more diligent, thorough and stable in a job situation. Their absenteeism rate is lower, and because of certain changes in the manner in which pension benefits are determined, it is fallacious to assume that pension costs -- and, by the way, this is true also of health insurance -- are far in excess of the cost of these benefits when hiring younger workers. It appears to me that, notwithstanding the efforts of the Employment Service to better perfect their role in the placement of older workers, if employers are reluctant to hire them, their efforts are of no avail. It is true that as more older workers "prove themselves out," this discrimination will lessen, but I know, and you know, of employers who simply refuse to hire individuals over the age of thirty-five.

As our overall rate of Unemployment decreases, more older unemployment workers will secure employment. However, this is occurring simply because the labor market is becoming tighter and not because it reflects a more understanding or humanitarian approach to the older worker. Should the rate of unemployment again increase, we can be assured that minority groups, teenagers, and particularly the teenage dropout, will again have a higher unemployment rate within the overall average -- and that the duration of unemployment for the older worker will be longer.

In closing, I want to bring to your attention a phenomenon that bears watching. We all know that the rate of entry of younger people into the labor force will be just about double, during the next five years, what we experienced in the '50s. This is the result of the post-war baby boom. We have seen some evidence before that the younger people in a particular shop are not always cognizant and appreciative of the problems of the older worker. There is a tendency in these shops to emphasize money wages rather than covering the entire sphere of job and income security. In their collective bargaining proposals -- as could be readily expected -- there is not as much emphasis upon pensions, seniority, etc., as one would normally expect to find if the composition of the workforce were normal. It seems to me that this is a problem which both employers and unions will be faced with in the near future, and perhaps points out the need for strengthening the Service, to compensate for any trends that may develop. I don't believe it's serious yet, -- but if an employer exercises selective hiring, he may very well be burdened with this problem.

Unlike any other peacetime era of our history, we are witnessing today a massive concern with manpower problems that has no duplication in our day and age. I think we can conclude that we as a nation are becoming more sensitive to the needs of the individual, particularly insofar as the problems of working and living are concerned. We are beginning to identify unique problems of particular groups -- and there is some evidence that as a nation, we are responding. Granted, we are far from solving these problems -- but we are making some frontier-breaking strides in the right direction.

Thank you.

DR. ADAMS: Thank you very much, Mr. Jirikowic.

Our last discussant, Mr. Lovell, is going to be pressed for time if we try to adjourn promptly for luncheon. I wonder if we shouldn't stop at this point, rather than to press Mr. Lovell too much, to have a brief discussion perhaps for a few minutes on some of the issues that have already been raised, and then to hear Mr. Lovell in our afternoon session.

MR. LOVELL: It's up to you.

DR. ADAMS: Are there questions that you would like to direct to our first three discussants?

If there are no questions, then I suggest we adjourn for lunch.

DR. SHEPPARD: There is a question back there.

DR. ADAMS: I'm sorry. Yes? Will you identify yourself, please?

MR. CARL K. SCHMIDT, JR. (Staff Associate, American Public Welfare Association): Is there much activity in counseling and retraining of the underemployed so that they can move up the line and so that the unemployed, unskilled can move into the lower job?

MR. KLEIN: No, there actually hasn't been much upgrading training for employed workers under MDTA.

First of all, the stress in the Act was toward those with the most severe problems, which were the unemployed. So when operations began under the Act, this was the first concern of staff responsible for its administration. As you know, it is administered on a decentralized basis in the various States.

Secondly, the Act itself doesn't put much of a premium on training those who are underemployed. "Underemployed" is defined in two ways, one, those who are working substantially less than full time and, two, those who are working below their highest potential.

Perhaps the part-time you can do something with, because some of the training classes are on the swing shift, so to speak, from three to eight or nine in the evening, under the MDTA. At the beginning, if you had any earnings at all, you couldn't qualify for training allowances. But later amendment to the Act permitted you to work up to 20 hours, so that those who had a part-time job and could find the right training program under MDTA could go to the late afternoon and evening classes and still qualify for benefits if they worked less than 20 hours a week.

Now, as to employed workers who are fully employed but, let's say, working below their highest potential, first of all this is a difficult thing to ascertain. But assuming it can be done, there is not much premium in terms of training allowances to the trainee or benefits to the employer or any other kind of benefits that grow out of the MDTA regulations and the provisions of the Act. For example, when you train an employed worker, the training agency only gets half of the instructional cost. So the motivation is small. Yet, this is recognized now as a highly important problem that we need to address ourselves to. We are trying to develop some regulatory changes or possible changes in the legislation itself which would permit us to do more upgrading training of employed workers to create openings down at the bottom for entry workers.

But up until now this has been very limited under MDTA.

DR. ADAMS: Yes?

MR. DONALD S. FRANK (OMPER Project Director, Health and Welfare Council, Baltimore, Maryland): Shouldn't Dr. Sheppard's point about motivation have some implications for the kind of counseling the Employment Service would give?

In other words, if the guy hasn't a lot of motivation, shouldn't the counseling be developed to somehow build up his morale and motivate him to more effective job-seeking?

Is this what you had in mind?

DR. SHEPPARD: That's naturally one of the implications of what I am talking about.

It, first of all, would call for some special in-service training of the counselors that we now have -- training in the special techniques that McClelland at Harvard is now developing to raise achievement motivation. If you are interested, you might take a look at McClelland's article in the November-December issue of the Harvard Business Review entitled "Achievement Motivation Can Be Developed." I believe it is worth trying. I am not converted to the notion that the techniques have been discovered yet. I want to find out if the ones he is talking about are effective with the type of population we're talking about, and I am convinced that this is a crucial factor in the employment problems of all workers, in particular the older workers. In this article he points out some of his own experience with certain groups, and he goes on to say that we ought to be doing this now with the special problem groups in our country.

MR. FRANK: Well, there is this group method that we have had some experience with in Baltimore, and I think it attacks some of the problems that come out of this whole motivation problem.

MR. KLEIN: There is another kind of technique used in providing work conditioning for older workers. It is somewhat similar to work experience programs under the Economic Opportunity Act -- the Neighborhood Youth Corps. We are considering getting into it on an experimental basis with a community organization.

Instead of a youth work-crew it is called an adult work crew, in which a number of adults will work as a group to perform certain tasks in community service or other non-profit type of activity. In this situation they learn to work as a team, to accept work disciplines and supervision and to mutually support each other and gain confidence under the leadership of a crew leader.

In some cases, the crew leader is an indigenous person. Or he might be a skilled group leader. We are going to try different ways of doing it and see which produces the best kinds of reinforcement for people who aren't sure of themselves, who lack the kind of motivation Dr. Sheppard was talking about.

MR. FRANK: Is there any machinery being developed to translate your findings in the Experimental and Demonstration projects into some ongoing programs within the Employment Service?

MR. KLEIN: Yes. We have an activity that is called "Operation Retrieval." Most of our projects are so young that the full reports aren't in. Most of them call for follow-up on the outcome of projects. So we are really dealing with fragmentary information, at least at this stage.

But we have had enough projects in the youth area to begin assessing what has been learned.

For example, out of 125 E&D projects that we have financed over two and a half to three years, 60 were concerned with youth. So there is enough depth of experience to start probing all that learning. This is being done systematically through "Operation Retrieval".

DR. SHEPPARD: I'd like to add one more point to this. Unlike the military in our country, other departments don't build into their research and their E&D programs an automatic follow-up to apply the findings of their research and E&D. I think it is done in too much of a topsy-turvey, haphazard way instead of building and planning for it. A lot of time is lost.

It reminds me of when I was with the Senate Committee on Aging. There was all the wonderful research done at NIH, and their concern was to do the research -- period. And if it was put on the shelf. That didn't bother them. They were researchers.

There ought to be instead a natural, built-in, immediate application, to the maximum extent feasible, given the reliability of the results.

DR. ADAMS: One more question.

MR. PETER L. PESOLI (Field Coordinator, Southern Rural Training Project, Knoxville, Tennessee): In commenting on Dr. Sheppard's remark and in defense of the E&D's not transmitting what they learn, I might address a question at the same time to Mr. Klein.

Even though the legislative intent might have been to learn and to identify what had been learned and to transfer it, isn't it a fact that, despite this legislative intent, much of the real work of the E&D has been to enter into those areas that really could not be done under Title II or would not be done, or that Employment Security was reluctant, unwilling, unable to do, so that as a result in many ways E&D's went in to get a job done even above and beyond an attempt to learn things?

I think you could look at a number of E&D projects and question really some of the Demonstration items as really being valid items. The real intent of that program was to give immediate relief to a disadvantaged group that somehow wasn't coming under the auspices of Title II.

DR. SHEPPARD: I wasn't attacking E&D projects per se.

MR. PESOLI: I realize that. But in defense of not transferring it on, some of the real thrust and impetus of that program was not really maybe to learn the things as compared to alleviating a dire situation.

So I wonder in addressing this question whether the very fact that E&D's as such, Title I's, have been forced to accept this by default of Title II's and Employment Security, whether we could modify the methods of Title II and Employment Security and broaden their spectrums to include what has been done by E&D's in the past.

MR. KLEIN: Well, I think there is often sufficient authority to move ahead with new activities without further legislation.

The task force that is looking into how to improve the Employment Service made a number of recommendations, many of which could be carried out administratively, but for which legislative support is sought mainly to get funds.

In many E&D projects it was apparent, before the final reports were in, that some techniques were useful, others not.

One of these, for example, was the concept of an integrated, one-stop service for youth. This idea was tested in many of the E&D projects, and out of this experience grew the Youth Opportunity Centers, now being established in nearly 100 cities by the Public Employment Service.

DR. SHEPPARD: May I have one quick footnote on this?

DR. ADAMS: Right.

DR. SHEPPARD: Besides being a researcher, I also engage in a little action every now and then. And I was called in to act as a sort of Federal coordinator in the South Bend-Studebaker shutdown.

In line with what you were saying and what Earl was saying, we found the quickest, most expedient way of getting help to those older workers 50 and over -- and the bulk of them were 50 and over -- was to set up an E&D project, not to go through the routine mechanism.

DR. ADAMS: I am sure we have more questions, and we will get a chance to talk about those this afternoon. But I think if we are going to maintain the schedule that is set here, we will have to adjourn at this point and reconvene promptly or as near promptly as we can at 1:15 in this room.

(Whereupon, at 12:05 p.m. the luncheon recess was taken.)

AFTERNOON SESSION

1:30 p.m.

DR. ADAMS: Well, ladies and gentlemen, let's get under way with our panel discussion here on employment services for older workers.

The member of the panel from whom we are going to hear this afternoon first thing is Mr. Malcolm R. Lovell, who is the Executive Director of the Michigan Employment Security Commission.

Mr. Lovell brings to us a background of several dimensions that I'm sure will have a bearing on his remarks.

He has a Master of Business Administration degree from Harvard and has done some teaching I believe. He has had a dozen or so years as Personnel and Industrial Relations Director with American Motors and the Ford Motor Corporation.

In the last few years he has served in various capacities in Michigan in connection with State programs for the economic development of the State and the State Labor Mediation Board.

His present position is one that he has held at least since July of this past year.

He is going to talk to us about "The Detroit Area Manpower Development Project and Its Implications for Older Workers."

MR. LOVELL: Thank you very much.

Our study, which was begun in 1962, indicated all the things that you have heard about the last day or so relating to the problems of the older worker. I think probably the most significant thing is that it indicated that the problems the older worker has are fundamentally not because he is older but because he has problems related to being older. He has a lower educational background. He has more physical ailments. And if he has been unemployed a long time he has the psychological problems associated with long-term unemployment at any age.

We feel very strongly in Michigan, not only as a result of this study but as a result of a lot of work that has been done, that we need a much greater coordination of activity in terms of those we refer to as the non-referrables -- in other words, the hard-core unemployed.

We have an unusual situation in Michigan. We have an unemployment rate that has been down as low as 2.4 per cent -- and 2.2 per cent for the city of Detroit. It is now about 2.8. So there really is an adequate supply of jobs, and it is a question of getting people prepared for the jobs which are available.

We feel that the Employment Service has a responsibility as part of the community and that if we look at our task independently of what the rest of the community does we are failing to utilize fully the resources which we should, even to perform our own task.

I think perhaps typical of this attitude is a proposal that has just been approved by the Detroit Anti-Poverty Committee that we call TAP -- Total Action Against Poverty.

In this we have jointly worked out with the Poverty Committee a manpower program in which they fulfill certain parts and we fulfill certain parts and schools fulfill certain parts and United Community Services fulfill certain parts, but which is an integrated program operating under the overall cognizance of the Anti-Poverty Committee but with direct line responsibility of these various agencies that I have mentioned.

This particular program is sort of interesting. We are getting a $750,000 grant from the city of Detroit, which they get from the Office of Economic Opportunity. And we are a State agency fully financed by the Department of Labor. So in such circuitous ways does our taxpayers' money flow. (Laughter)

But I think in this program the Employment Security function is labor market research first of all, secondly job development -- that is, going to employers and encouraging them to consider the employment needs of the non-referrable, to simplify jobs so some of these people can do them, and to consider special programs for them.

Then the TAP Committee has an out-reach responsibility, and this it shares with the United Community Services and other voluntary groups.

In other words, we have a whole citizen organization to pull people in.

Sure, we do some of it in our mobile employment units. But we look to these other agencies which deal with these people on a daily basis, and various community aides who live in a neighborhood, to encourage them, to bring these people in, not to rely only on those who come in voluntarily, but to bring them in by the hand if necessary to one of the four anti-poverty centers.

Once they come in, there is a pre-screening which is being done by the TAP organization to determine whether their need is for a pair of glasses or for legal aid or for cultural enrichment or something else, or if they have come solely for employment.

If they have come looking for a job, they are referred to the Employment and Diagnostic Unit which is run by the Michigan Employment Security Commission. Here those who are placeable will be placed. Those who are not placeable will go through a counseling program which will include a medical examination to find out how in our judgment they may be made employable.

Now, here's where some of the research we talked about this morning will become tremendously useful. Because our knowledge of what will make a person employable is not so extensive that even with the best trained counselors we can hope for accurate diagnosis in all cases. But I hope we shall become more sophisticated in this area as we proceed.

So if an older worker comes in and we find that there is no job to which he can be referred, or if we refer him to a number of jobs and he doesn't take them, -- this is frequently the case; they have held five or six jobs in the previous year and left all of them -- we try to identify the reasons.

Maybe this individual needs some health care, needs some literacy training, needs vocational training, and perhaps some group attitudinal therapy of some sort. Perhaps he needs to have his sights readjusted. How does that expression go? "Gradually going down the ladder, gracefully?" But these individuals will get this kind of counseling.

And then -- rather than being thanked for all the statistical data they gave us, which, incidentally, will be put on electronic tape so that we may come out at the end of the month with some reports of what kind of programs we need for these kinds of people -- they will be turned over to another group which in this case will be under the TAP organization in the broad context but which will include programs such as MDTA, OJT, perhaps some Title V programs, some Title II(a) training programs, special counseling and special efforts through the United Community Services where we have some 173 agencies which can provide various services for these people.

For the coordination of this, once he leaves us, each individual case will be placed in the hands of one individual who will have the responsibility of seeing that the client gets the needed services.

Now, if these services aren't available this will also be reported and this information will be used in the program development for the TAP Committee. Because many of the programs that have been developed in Detroit, and in much of Michigan, and perhaps in other areas of the country, have not been developed because of a need determined by analysis of all those who are in need, but frequently because it is a program which apparently had merit or worked well somewhere else or happened to be popular.

I think the Head Start Program is in that category. It is a tremendously appealing program. Everybody is for kids, and the younger they are the more we are for them. And the money can go all over the country. You please the suburbs. You please the rural areas. You have got your school organizations, so they are easy to administer. Really it is an ideal program. And if you are participating in the political arena it is even more ideal. So a lot of money goes into this kind of thing without any real substantial study determining the need of all the kinds of kids. Obviously, for many underprivileged it's tremendously valuable. I would suspect probably half the children in the Head Start Program of the nation -- I'm just guessing at this -- probably are not truly underprivileged as we know it. I'm sure that is true in Michigan.

Anyway, we hope to get some data as to the kinds of programs which, from a timely point of view or priority point of view, need to be stressed.

And today, in spite of the concerns expressed by the President for the continuation of the anti-poverty effort, and so forth, I think we all recognize that with the Vietnam situation, we are not going to see the increases in the amount of anti-poverty money and other manpower money we have seen in the past.

This means that as new programs are developed for areas that have been slow in coming up, the existing money has to be spread out. So priority determination is going to play an ever-increasing role, I think, in this whole manpower area, and certainly problems of the aging are intimately related to this.

Now, we also have another project which we submitted six months ago to the Department of Labor which we call our Human Resources Program. This is a similar effort, in our regular employment offices, of taking those people who are not placeable and diagnosing the problem.

We hope when we finish this diagnosis that we will turn these applicants, in the Detroit area, over to the TAP people, and in other areas, to the Community Action groups, because we now have, in Michigan, Community Action groups certainly for every county and for every metropolitan area.

So we feel that by working with these community groups, with the basic responsibility for coordination in the Community Action groups, the Employment Service and the schools and the community agencies and private citizens interested can channelize their efforts in such a way as to give them more meaning.

Now, we have in Michigan a new Act for the aged which prohibits discrimination in employment between the ages of 35 and 60 I believe. Isn't that right, Harry?

MR. HARRY KELLEY (Executive Director, Michigan Commission on the Aging): Yes.

MR. LOVELL: Now, this information has been sent to all our branch offices, and we have established a procedure whereby any violations of the Act -- in other words, where the employer has indicated age preference or where an applicant has come back and said he was turned down because of age -- could be processed.

We make a preliminary review, and if we cannot adjudicate it voluntarily, it is turned over to our very strong and powerful and influential Civil Rights Commission.

This has been in effect for only a few months, and we have had only about six complaints originated either by our own interviewers or by applicants. All have been adjudicated without reference to the Civil Rights Commission. This doesn't mean that is the extent of the problem, because employers and applicants are not really familiar with the Act yet. But we hope to get a tremendous amount of information as to how extensive discrimination is on an age basis alone. Of course, it's going to take a few years for this, because with the employment in Michigan as it is, there is very little discrimination strictly on an age basis. This does not mean there is not discrimination against a Negro woman aged 50 who weights 300 pounds and wants to be a nurse's aide. This kind of person has difficulty and will have difficulty.

Some of you may have heard we placed the other day a 65-year-old man who spent the last 20 years in Leavenworth. We got him a job as a welder. The reason for the Leavenworth was he was operating a still, and, of course, you have to do considerable welding in that. (Laughter) He was placed at about $2.80 an hour.

I was supposed to talk about this hard-core study which included problems of the aging. As I ~~say, we started in 1962, and I don't think it tells us anything terribly exciting,~~ but let me go over just a few of the figures.

About 60 per cent of the older people had no education beyond the 8th grade. More than half of these did not get through the 8th grade.

This disability became more pronounced with increasing age and was characteristic of the non-whites to a greater degree than the whites.

Less than 15 per cent of the non-white males aged 65 and over had any high school education, and more than 70 per cent had not even gone through the 8th grade.

At the time these people were interviewed, only 3.5 per cent felt that they lacked basic education. However, in the opinion of the counselors only 22 per cent of them could be tested. Of the 22 per cent who were tested, three out of four failed to pass.

When we analyzed those who failed by age groups we found the difference between groups was not great, but that the incidence of failure did increase somewhat with age.

Females, being better educated fared slightly better when the test battery was administered.

Nearly 60 per cent of the older counselees were classified occupationally as either semi-skilled or unskilled, and an additional 15 per cent were classified in service occupations or in agriculture. Again this was much more pronounced in the case of non-whites, more than 70 per cent being semi-skilled or unskilled among the males and nearly 55 per cent of the non-white women being classified in the service occupations.

But I think that in conclusion we feel that the most important thing for us as an Employment Security agency at this point is to work cooperatively with all the organizations in each of the communities, to make sure that all of the hard-core unemployed receive the services they require. By proliferating our efforts, by having special groups for the aged, special groups for the Negro, special groups for the women and all the varieties of this, where you can have a special group for the older Negro women, another group for the older white men with health conditions, and so forth, which could go on, you really would not be meeting the fundamental problem of meeting the employment needs of those people who can't be employed today.

Now, as Lou Levine has said many times, at this meeting and at other meetings, the Employment Security agencies in this country are gearing up for this effort, both philosophically and in terms of organizing their financial resources.

Now, Lou is more pessimistic in this than I am. I think that in many States there is a strong indication of not only a philosophical willingness but a tremendous eagerness to get on about this job.

We are, as I have said, utilizing not only Labor Department funds but funds from a variety of sources to do this and either taking leadership or participating with other community agencies in achieving these goals.

I think that in the next five years you will find that the Employment Service is playing, if not the leading role, a very vital part, in tune with its capacities and its basic responsibilities, in seeing that the total needs of the unemployed, including the aged, are met.

DR. ADAMS: Thank you, Mr. Lovell.

When I have been on panels in the capacity of a discussant in other sessions, I have often had the same problem that we have here today. We have had people with a great deal more to say than they have had time to say it in.

I am wondering, therefore, if, in retrospect, some of our three previous speakers have on second thought a few choice morsels that they forgot to leave with us this morning and if they would like to take this opportunity now before we get into the discussion to give us some more food for thought.

Harold?

DR. SHEPPARD: I just want to throw one little tidbit out about this anxiety measure I talked about. I think it is a real thing in the lives of unemployed workers, and it is not merely something of academic research interest to people like myself.

I also want to mention, while it's on my mind, what Lou Levine has mentioned several times in recent months, and that is the need for an interdisciplinary approach to this type of problem. For example, we do need more than just the traditional labor market analyst these days. We need people with a broad social science background in order to get at the kinds of problems we are faced with now, primarily these hard-core unemployment problems.

Just as one example, take the anxiety problem. It's interesting to me -- and everybody is going to say "I knew it all along" -- that the younger the worker, the younger the unemployed worker, the higher his anxiety. When you look in retrospect at this, you say, "Sure, because he has less experience in this job interview situation, and the older worker is more used to it and he knows more what to expect at an interview."

However, it is only among the older workers that those with high anxiety have less job-finding success than those with low anxiety. This becomes important. The worker with the lower anxiety -- regardless of age -- will start looking for a job earlier. He will look at more places.

And, finally, I don't want to give the impression this is some sort of narrow personality characteristic. It also happens even when you hold age constant -- that the more dependents the worker has, the more anxious he is. There is more riding on the outcome of this job interview. There is an impact on his family, and he has a greater responsibility.

I think these things have to be added as other variables in identifying problems and classifying people, not merely in terms of age or sex or race or physical handicaps, but this type of characteristic as well.

DR. ADAMS: Any questions for Dr. Sheppard at this point?

(No response.)

Harold, how would you explain the apparent anomaly here of a person with greater anxiety -- and you say associated with that is greater family responsibility -- and yet a reluctance or a slowness in looking for work?

DR. SHEPPARD: Well, that kind of question comes up if you think that the only factors affecting a person's behavior are the economic pressures on him. Despite the great objective need to solve one's problems, that need can create anxieties which act as an obstacle toward his acting efficiently. That is a paradox for many people. I don't consider it an anomaly as long as you reckon with the possibility that more than just economic pressures per se play a role in human behavior.

You don't like that answer?

DR. ADAMS: It doesn't quite satisfy me. I don't know how the rest feel.

MR. JOHN KOENIG (Director, MDTA, New Jersey State Department of Education, Trenton, New Jersey): In regard to this phenomenon you are talking about, greater family responsibilities and reluctance to look for a job, I can cite a few cases that we are running into where the person remains on unemployment insurance because of the number of people in his family. He can receive money from many other agencies, which nets a pretty good weekly income. He enters the manpower program and picks up another allowance, depending on his family, amounting up to $60 or $70 a week in New Jersey. It is possible to total between $300 and $400 a week.

This trainee has no intentions of getting a job when he finishes an MDT training program. He is just looking for another agency.

We have figured this out. Someone has --

DR. SHEPPARD: He has high achievement motivation. (Laughter)

MR. KOENIG: Someone has figured out that he can, with all the Federal Acts now, ride free for a minimum of three years. Maybe this will support what you are talking about that a large family doesn't always create incentive to work after he gets out of the manpower program.

DR. SHEPPARD: There must be some other factors besides the ones I studied. (Laughter)

DR. ADAMS: Your explanation as I get it, is primarily economic really. And Dr. Sheppard is suggesting other psychological factors here. I'm not quite sure what they are.

DR. SHEPPARD: I am simply saying that lots of people do things for reasons contrary to their best interests because of some of their psychological problems. This is all I am saying. There are many people who, despite the economic necessity to have higher income and a job, are nevertheless alcoholics, and this is a psychological problem with them. Alcoholism should be looked upon as some sort of a mental health problem for many individuals, and I think for certain people their job-seeking patterns can be looked upon this way rather than in terms of any moralistic judgment.

Too many people have jumped to the conclusion that people who don't look for jobs actively are a bunch of bums, that they are lazy. If our study does anything, it is a contribution to the anatomy of what other people call "laziness." It is a psychological phenomenon.

I am not saying there are no economic factors involved. I am saying that in addition to economic factors you get these social psychological variables, and I am saying in some situations, instead of the economic factor, it is a psychological one.

DR. ADAMS: Can you tie this up a little bit more closely with what you think the implications are for the Employment Service?

DR. SHEPPARD: I think there are two things. One is that we can develop tools to identify people who have these special characteristics. And, secondly, we can design some action programs to help them.

I mentioned, for example, that McClelland at Harvard believes he has techniques for raising the achievement motivation of individuals.

I believe private and public agencies ought to be willing to try his ideas out on at least a demonstration basis.

My understanding is he is now submitting some proposals to certain Federal agencies, and I hope Earl Klein is prepared to receive them.

OEO is picking it up, I might add, in connection with projects having to do with Negro entrepreneurs and small business development, which I think ought to be at least tried on a demonstration basis.

DR. ADAMS: Yes?

MR. PESOLI: I would presume the majority of those people you studied, Dr. Sheppard, were never participants of an MDTA program as such, so I doubt really whether the fact they collected $300 a week or whatever mythical figure --

DR. SHEPPARD: A very small percentage.

MR. PESOLI: -- would be the cause of job interview anxiety.

The people we work with primarily have plenty of anxiety, and they would settle for $30 a week.

So I would have to question this economic explanation that they are getting $300 a week and therefore they don't want to go out and look for a job, that they don't have any motivation. I think that is a dangerous tack to take.

DR. SHEPPARD: I might mention in this connection there were people in our studies who expected callbacks to their previous employer but who, nevertheless, went out and looked for a job. They turned out to be the people with high achievement motivation.

The ones who expected a callback and didn't look for another job were the ones with low achievement motivation.

Despite the fact they had less economic necessity to look for a job, high-motivation workers went out and looked anyway.

DR. ADAMS: Does this mean that the Employment Service, since it has limited resources, ought, if possible, to engage, say, in a pilot project to see whether, in fact, you can identify applicants who have a high achievement motivation --

DR. SHEPPARD: Yes.

DR. ADAMS: -- and who have low anxiety?

DR. SHEPPARD: And vice versa.

DR. ADAMS: And vice versa. And concentrate on the vice versa group?

DR. SHEPPARD: Well, every agency has priorities, as we all pointed out here before, in connection with other problems. It seems to me that in terms of the time available to Employment Service staff, they don't want to concentrate, for example, on guys who have absolute certainty of being called back within the next two weeks. And in the same way, then, you would want to deal with those cases that you know are going to have more difficulty going out and looking for a job on their own because of their anxieties, let's say. This certainly is important, and this is where counseling comes in, once you have identified those people through this particular measure.

DR. ADAMS: Well, this underscores the point that I think has been made a number of times, and it seems to me that Lou Levine mentioned it again this morning --namely, that the goal of the Employment Service is not necessarily to maximize placements through its own operations, but, rather to minimize unemployment.

Would you agree with that?

DR. SHEPPARD: I think it's a broader way of saying the same thing. I never can separate completely the business of increasing employment from increasing placements.

Lou, do you want to comment on this?

DR. LEVINE: Do you think you can ever satisfy an applicant by telling him that he has low anxiety and high achievement motivation and therefore he doesn't need any help? (Laughter)

DR. SHEPPARD: No, but you are in a better position to allocate your time and your staff to those people, and to give more time to people with special problems than those with the lesser problems.

I would add what I am talking about to the second item that Earl mentioned -- vocational assessment. I would add some others.

DR. LEVINE: What bothers me is we are using concepts which grow out of our culture -- high achievement. High achievement, in what way? That he works eight hours a day and the other guy works only six? That he works faster and produces more? That he doesn't loll on the job?

These are all concepts perhaps of high achievement. It may well be that the people who need the help the most by our norms and measurements would be the low achievement. But they are low achievement because they never had a chance to become high achievement. They don't know what high achievement means. They have a different concept.

How, how do we approach them? Are we using the tools and techniques here that will rule out the people who need the help the most?

MR. KLEIN: Don't you use more obvious measures and more direct measures such as duration of unemployment? I think you mentioned this this morning. Somebody has been out of work six months. You begin to suspect he is a low something and a high something else.

DR. LEVINE: I don't suppose interviewers normally refer an applicant on the basis of the number of kids he has. But I suspect that in the back of their heads sometimes that lurks in their thinking. A person has been out of work ten weeks, has got five kids, is about equal in occupational qualifications with somebody else. A needs concept comes in there.

DR. SHEPPARD: I'm sure it does.

DR. LEVINE: Interviewers are humans like anyone else.

DR. SHEPPARD: These subtle things go on in employment offices apart from all the rules and regulations they read and are supposed to abide by. No one individual gives everybody equal treatment. There are always some patterns of differential treatment, whether conscious or unconscious.

MRS. CATHERINE M. TURNER (Specialist in Adult Services, Maryland State Department of Public Welfare, Baltimore, Maryland): But is all this the responsibility of Employment Service? Isn't there something that a community needs to accept by way of responsibility that excludes the Employment Service?

DR. SHEPPARD: Here I would come back to what Malcolm Lovell was talking about -- about involving the Employment Service. Very often the unemployed worker in the first place goes to the Employment Service. He might not go anywhere else.

MRS. TURNER: It could be the last place he goes to too.

DR. SHEPPARD: That's right.

DR. ADAMS: Let me say if any of you feel a speech coming on here at any point, let's have it. Because not all the wisdom is up here by any means.

MRS. TURNER: May I ask a question?

DR. ADAMS: Yes.

MRS. TURNER: It seems to me that the concept of achievement has to change, that it isn't that he worked eight hours a day and he worked 20 years or that he was motivated to support himself and to progress up to the point where he could manage his own independent self in a community. But the concept of achievement has to have a psychological factor in it that is not yet being used. He may have been pushed along this ladder. I refer to your ladder of ascendency and not the ladder of descendency. He could have been at the right streetcorner at the right time when the right streetcar went by and he got along. Well, actually, in himself he didn't have the self-image or the self-appraisal of himself that entitled him to get on that next rung of the ladder. We have to learn how to know that this happened to him if he finds himself in a position where he isn't able any longer to be elevated on the escalator.

DR. SHEPPARD: This is the essence of what McClelland is talking about. He is not talking about people who fortuitously succeed.

One final point, and maybe we ought to get on to some other subjects.

One of the crucial points here is that even in the midst of objectively existing opportunities out there, there are some people, because of these psychological problems, who don't take advantage of the opportunity.

MRS. TURNER: That's right.

DR. SHEPPARD: This is partly what we are dealing with in this particular study.

Incidentally, I didn't mention that by the time we started to interview these people who had been or were still unemployed, unemployment in Erie, Pennsylvania, was going down, down, down, down, and the employers were screaming for more help.

This was a case where the objective opportunities were out there, and for one reason or another -- I'm not going to try to get into the etiology, the origins, the psychogenesis of these different individuals' achievement motivation -- these factors inhibited them from taking advantage of those opportunities.

DR. ADAMS: Mr. Klein, would you like to add some additional items here?

MR. KLEIN: There are a few points I'd like to bring up here.

One has to do with the use of volunteers by the Public Employment Service. I think previous discussion has brought out that one of the barriers to doing a better job is frequently lack of staff and lack of resources to do job development, to follow up to find out what happens to people who are provided employment services, and so on and so on.

A number of proposals have been made from time to time on the use of trained volunteers who could carry out some of these subsidiary services.

Recently we have encouraged units of the Department of Labor to devise and submit Experimental and Demonstration project proposals as well as seeking contractors on the outside.

The Manpower Administrator felt especially that we ought to experiment with innovations and procedures in Public Employment offices. In response to this interest, we have received a proposal on the use of volunteers to assist in finding jobs for older workers. The demonstration will involve the training of volunteers and their use in such places as local employment offices as well as in various types of outreach programs such as those in a senior citizen center or recreational center and other outstationed locations.

There has been limited experience with volunteers which involved a civic organization and was not very successful. The proposed project would be on a more extensive basis, and I think it might show some promise for an increment of manpower in the Employment Service.

This should not be construed as a substitute for adequate public financing, but I think it may help in certain areas if the results would justify it.

Another point I wanted to make originally was that of all the various Experimental and Demonstration programs, we have none that deals with the subject of training methodology for older workers.

Most of the training now going on for adults follows traditional methods that have been used with young people for years and years. Yet I think from what Belbin said at this conference and what I have seen in some of his writings, he has discovered that there are certain subtle ways in which older workers do better by one mode of instruction than they do by another. There are certain cues which can help older persons to retain better what they learn.

Up until now we have not undertaken this type of research in MDTA. We are entertaining right now -- we have in motion, and, in fact, Belbin is our consultant on it -- the development of a project which we hope to run through a Community Action agency in New Haven, Connecticut. What we propose to do there is to expose two groups of middle-aged and older persons to training, one group subjected to conventional training methods and the other to the specialized techniques which Dr. Belbin would introduce.

Then the criterion for measuring success would be the achievement of the two groups in the two training classes and the ultimate job success and job adjustment in the employment which followed the training. Comparisons would indicate the effect of the specialized training methods.

DR. SHEPPARD: Don't forget a control group.

MR. KLEIN: We have two control groups, haven't we, Harold?

DR. SHEPPARD: That's right.

MR. KLEIN: I might also add that one consultant in this project also happens to be sitting at this table. Everything seems to be so coincidental today, Harold.

DR. SHEPPARD: It's a small world. (Laughter)

MR. KLEIN: Harold has been serving as a design and research consultant in setting up this project.

I think we need more experimentation of this sort in this field. That's what I'm trying to say. I think this might break the age barrier which we face and have faced in the MDTA program, where only between 10 and 11% of all MDTA trainees are aged 45 and over. I think if we felt more secure that older persons 45-plus could be effectively trained, there might be greater incentive to refer them to training courses, although I recognize we still run into the barrier of employment practices which tend to work in the opposite direction.

We have to work at both of these problems.

One other point. I see Roberta Church here from the Vocational Rehabilitation Administration. I know she is concerned with the rehabilitation of older persons. Her agency operates an Experimental and Demonstration program, and I would say this would fall into the category of public employment services, because Vocational Rehabilitation does prepare people. They train people, and they get them ready for employment.

They work with the Employment Service, but they also do job placement themselves. I was wondering what experience there might be out of the Vocational Rehabilitation program regarding employment services for older people who are disabled or at least sufficiently disabled to come within the purview of the Vocational Rehabilitation program.

MISS CHURCH (Consultant, Vocational Rehabilitation Administration, U.S. Department of Health, Education and Welfare, Washington, D.C.): I think one thing you might be interested in is the fact that we have made a little progress with some of our State agencies. Just last year the State of West Virginia employed a State Supervisor for the Aging Handicapped who has the responsibility of developing job opportunities for them. Whereas there has been some emphasis in the States on promoting the employment of the aged handicapped, assigning a person to this responsibility on a part-time basis, West Virginia, to date, is the only State that has established the position of a full time Supervisor of the Aging Handicapped.

Dr. Levine and Abe Stahler have spoken at two of our Short-term Training Courses which we conduct in the States in an effort to stimulate the employment of older, disabled people. Dr. Levine spoke at the University of Florida in Gainesville. Through short-term training courses, current techniques of motivation, training, and job placement for older handicapped people are discussed with State VR personnel and personnel from other appropriate State agencies.

Many employers already have a negative image of persons aged 45 and over, and when a disability is added to age, the situation is compounded, and they think it is impossible for such people to perform adequately on a job. Does that answer some parts of your question?

MRS. HAL DRAKE (Golden Age Employment Service, Atlanta, Georgia): We have a Demonstration project in Atlanta in which we work with volunteers, and we do group counseling. We have worked closely with the Vocational Rehabilitation Office. We have a working arrangement in which they refer their older workers to us, and we refer some of our people who can be helped by rehabilitation to them.

MRS. TURNER: I think if the Division of Vocational Rehabilitation can speak to what they have done by way of group counseling as a method in motivating the unemployed, it would be helpful.

It was just a wonderful experience for me in Maryland to add it to all the other techniques and methods. I think it would be a real contribution -- unless everybody knows about it.

MRS. CHURCH: Well, I think that --

MRS. TURNER: I'm referring to your combination of psychologist and counselor in operating a group and letting your group really come to the decision as to whether or not they can really move out with their disability and get themselves employment.

MRS. CHURCH: The group counseling technique has been effective with other groups as well as older persons. In fact, it has been used more frequently with other types of disabilities.

There has been some success in using the group counseling technique in the rehabilitation of alcoholics. I believe the gentleman mentioned the alcoholics a moment ago.

The State of Georgia used this technique with some success. On one occasion a psychiatrist sat with a group and gave some guidance. On another occasion there was no guidance and the dynamics of the discussion were not controlled as each person spoke about his experiences.

A film was made at one session, a sort of pilot film, which was quite effective. The plan was to use the film as an example of how a group of people could talk about their difficulties with the guidance of a trained therapist who, when appropriate, would focus on particular points which might help other members of the group.

I am not a specialist in the problems of the alcoholic. However, I am aware that group counseling has been used with them and am passing this information on to you.

MRS. TURNER: May I supplement that?

DR. ADAMS: Yes.

MRS. TURNER: The group I know about was in Appalachia. It is an Area Redevelopment Area. There had been long periods of unemployment. The pattern of family life has been, "Father didn't go to work. Father didn't have any way to get to work." Through the assistance of the Division of Vocational Rehabilitation, we were able to work with a group of fathers and families. The vocational counselor was assigned to this Appalachia area, and the psychologist was from a nearby hospital. These individuals were in group sessions once a week for three months. The success stories that came out of it, improved appearance, increased ability to work with others, even though they did not get jobs, shows that the group interaction improved the individual's self-respect. This method I believe needs use not only with the disabled persons but with other persons who have employment handicaps.

DR. SHEPPARD: Has this been written up at all, or a report on it?

MRS. TURNER: I think Maryland had five groups going within the Division of Vocational Rehabilitation. The one I am familiar with was developed for fathers of families.

DR. SHEPPARD: Is there a report on this?

MRS. TURNER: Yes, I'm sure there is a report on it.

DR. SHEPPARD: I'll see you afterwards and find out where to write for it.

MR. KLEIN: I think the Florida State Employment Service has done this with older workers. I see Henry Richards back there. Is that right, Henry? Maybe you'd want to report on that.

MR. HENRY RICHARDS: (Florida State Employment Service): Some years ago our older worker specialist in Miami, Lucius Daniel, was a very excellent group leader along this line and was successful in stimulating groups of older workers to discuss their problems and think about what solutions might be possible.

I think that this kind of thing was also tried in relation to the physically handicapped individuals in the Pensacola office. Dana Leitch provided strong guidance in group counseling in the Florida agency.

In late years we have not used it fully. It's something that could be done again I'm sure, and should be done.

DR. ADAMS: Mr. Klein, you raised a question initially in this second go-round about the use of volunteers in the Employment Service. This reminded me that I just had a letter from an organization in White Plains that calls itself the Senior Personnel Employment Committee.

Now, this is an organization that perhaps you have heard about.

MR. KLEIN: Yes, I have heard about it.

DR. ADAMS: It is staffed on a volunteer basis. It has a very modest budget of $4,000 to $5,000 a year. It is supported out of United Fund money collected locally.

The vice-president -- and this is a Mrs. David Rosenberg -- found out I was to be on this program here, and so she sent me, along with a letter, a writeup which is entitled "How to Start an Employment Service for Senior Citizens."

I went through this writeup last night. One of the interesting things about it is that there is not a single mention in it at any point of the Public Employment Service operation.

I am pretty sure there must be a Public Employment office in White Plains.

MR. KLEIN: There is.

I remember this lady, because she attended the White House Conference on Aging in 1961, in January 1961. I ran into her. I believe at that time she was working with the White Plains office of the New York State Employment Service. (Laughter)

DR. ADAMS: Well, maybe her experience was unfortunate in some way.

But this writeup has no mention of it. The question that occurred to me is: Here is an organization of volunteers, and if we were smart in the Public Employment Service, why aren't we working in cooperation with this group?

There probably are many other such groups around the country.

What is going on here?

MR. KLEIN: I think Zoe Christman, who has happened to come in, has worked with the New York State Employment Service and may know this situation more intimately.

MRS. ZOE FALES CHRISTMAN (The National Council on the Aging): I think I should interject that I don't know what the status of this program is at the present time, but at the time it was started it was started with the very active advice and assistance of Helen Clark who was then manager of the White Plains Employment Service. The techniques, the training were provided by the Employment Service.

DR. ADAMS: Yes?

MR. PESOLI: An even more startling example would be a comparable organization started and presently in existence in the rural areas, in Alexandria, Louisiana, by a wonderfully dynamic colored woman who had previously hardly even heard of Employment Security, let alone borrowed techniques from them.

She has a large group that meets every other week. She has 300 to 400 people meeting every other week on allied problems.

When she solicited our organization for our help, one of the first things we told her about was the existence of the Employment Security Office. There is a certain lack of knowledge there which has to be overcome, based on pre-conceived notions and the like. But we did convince her to utilize the Employment Service. She made several referrals. We have got an interesting liaison going now. Employment Security is interested in her and her organization and are even probing in the initial exploratory stages the possibility of some sort of coordinated activity with this outreach that we referred to, where Employment Security would utilize such indigenous personnel to reach out in to the rural areas and establish a rapport and liaison with these people. But this woman and some other indigenous personnel, strictly on their own, have this wonderful organization. She has referrals and she has people who are able to do certain types of work and she places them, on her own.

MRS. TURNER: Ours started in Baltimore within the Employment Service but it is now within the Commission on Aging program. A number of industrial people in the area are interested. The amount of placement is limited really when you think of the number that need it. But it does represent a little nucleus on which to build.

I would like to ask Mr. Klein a question. Mr. Klein, I am a hundred per cent for volunteers, but what is Manpower Planning, Evaluation and Research doing in order to examine job activities that are being carried by one group of people, one classification, which could be more appropriately carried by a group of people less skilled? I am for volunteers, but at the same time I think there has to be an analysis of activities within a job and what is required by way of qualifications for them before you really know where the volunteers fit in.

MR. KLEIN: Yes. You are talking about the staff of public agencies --

MRS. TURNER: That's right.

MR. KLEIN: And breaking the jobs down into the professional activities, sub-professional, clerical, etcetera, so that a professional person can work almost eight hours a day doing only professional work.

I think there is a growing tendency toward doing this sort of thing, but I don't think too much progress has been made.

During the last two years the Public Employment Service undertook a training program called "CAUSE." It's a summer training program, designed to train for counselor aides and related jobs. It created some controversy with professional counselors who felt that the standards for counseling and guidance were being watered down. Nonetheless, while there was some opposition, there was recognition that, in a booming economy with jobs plentiful, the client groups in need of vocational service are becoming more and more those that have all kinds of problems that have been there for years, chronic problems, and to reach these you need different kinds of work, in addition to professional counselors.

You had to get people out into the slum areas who could communicate, use the same language, and be accepted by the clientele before you could get any kind of services to them. So the concept of the community worker or the community aide was developed. This was one of the jobs trained for under CAUSE. The qualifications were not as high, of course, for entering a training program for this occupation as they would be, let's say, for an Employment Counselor, who might have to have a minimum, under most State Employment Service standards, of 15 hours of academic training work in the field of guidance and related subjects.

The training program has also developed the concept of several levels of counselors: trainee level, intermediate level and supervising counselor, each with its qualification standards.

So there is some action being taken. About 1,600 to 1,800 people were trained last summer in the CAUSE program throughout the United States, and somewhere between 800 and 900 people were hired, actually put on State Employment Security Agency payrolls in any one of these several classifications.

We also have several E&D projects, one of which is going on at Howard University, to train women with a minimum of a high school education to be counselor aides. They are learning to do all of the lesser-skilled tasks of the counseling profession. They will assist the counselor and always work under the supervision of a competent counselor.

DR. ADAMS: Can you use older people for this?

MR. KLEIN: You can use older people. In fact, many of the women in this project I would say are not in their 20's. They are in their late 30's or 40's as I understand it. I haven't followed this particular project too closely, but it's still going on at Howard University.

MRS. TURNER: But from Dr. Sheppard's analysis of his research project you learn there are people who need varying degrees of help from the Employment Service. Some need a very much deeper involvement with whoever meets them at the Employment Service than others.

Is the Employment Service looking at these various groups of persons that they serve and utilizing the necessary skills that are needed in order to involve the particular group? I would call this case classification for want of a better term. Case classification would determine what kinds and amounts of skill you need in order to really help this person achieve what you want for him and what he wants for himself.

MR. KLEIN: Maybe Jack Hurt -- I seem to know the whole audience here -- who is deputy to Lou Levine may be able to respond to that better than I. My direct association with the Employment Service has lapsed for a period of about six years. But as I recall we had no widespread program at that time of classification, although we gave clues to our counselors as to the need for counseling which was in a sense a rough categorization of problem areas.

Jack?

MR. JACK HURT (Deputy Director, U.S. Employment Service, Washington, D.C.): There is no formal classification along the lines you suggest, but certainly there is the informal reaction of the counselor to try to identify those people with the greatest needs and give them the greatest amount of attention.

On the other end of the spectrum, for example, is the worker who is going to return to his previous employment. In many offices we don't even take time to register him for employment. We try to give some priorities of that sort to the people in terms of their relative needs.

MRS. TURNER: But that is based on what you have now by way of qualifications of staff. I am thinking of something for the future.

What do you do when you really have research available to you that gives you findings to say that there are certain services that one group of people needs and another kind and quality of services that another group of people needs?

The ones that need the most are the ones that you need to work hardest with, if you are going to accomplish for them what they want for themselves and what you want for them.

MR. HURT: Well, I would say the objective you are stating we leave pretty much in the hands of the individual counselor, who we hope is trained enough to recognize these varying degrees of need and to try to respond to them.

DR. SHEPPARD: I think the lady is asking: Do we do more than hope for this? Do we plan for it?

MRS. TURNER: I know this is true for us too. All activities don't need professional social workers to do them.

MR. HURT: You are back to the sub-professional.

MRS. TURNER: I'm back to the analysis of manpower needs by occupation and what is it that the activity needs by way of knowledge, skills, etc.

MR. KLEIN: I think there is some kind of a rough screening that occurs. An individual doesn't get to a counselor unless he presents some problem of vocational choice or vocational adjustment.

MRS. TURNER: Is this wrong?

MR. KLEIN: When the job seeker is interviewed, and it looks as if he is temporarily unemployed, if he has a marketable skill, if the prospects for employment either in this area or in a nearby area or in some other State are good, then he's not likely to get very much more service than registration and possibly local job development and consideration for jobs in other areas.

But then if he presents a more intractable type of problem -- a mass layoff resulting from a plant shutdown -- and the worker is left with an outdated or unwanted skill, for example, a textile worker -- this becomes a possible problem of vocational change.

He will be sent to the counselor, and the counselor will, in effect, prescribe his treatment: Take the GATB. Have one or more counseling interviews. Be referred to some community agency. Possibly be referred to an MDTA training program after it is determined he has aptitudes for particular kinds of work. And so on.

That is the way I think it usually goes, isn't it, Jack?

MR. HURT: That is correct, Earl.

DR. ADAMS: You had a comment?

MRS. DRAKE: My question had to do with counseling that Dr. Levine mentioned this morning.

We know that the older worker needs counseling on his attitudes, his work adjustment. I wonder if the Employment Service is staffed to handle this.

In the city of Atlanta in the month of August we had 114 new applicants over 50 years of age looking for jobs in our own private service. The Atlanta State Employment office has one person who works with counseling, and I believe he is right on the verge of retirement. Can he handle, or can the Service handle these people? And what is being done until we reach the utopian stage where there will be such services available?

MR. HURT: Well, as Lou Levine mentioned this morning, about 20 or 25 per cent of the older workers that the Employment Service is dealing with need counseling, but only about eight or ten per cent are getting it. So there is one measure of the inadequacy numerically.

Now, there are two dimensions to our problem I should say. One is dollars and resources to hire people. The second is training facilities to equip them to do the job -- training programs.

We have had much more success in the last year or two than in previous years in getting larger appropriations. However, as Lou mentioned this morning, they have been heavily oriented so far toward youth. In fact, the youth service emphasis has in some instances even detracted from the level of service we could give older applicants. We are turning away from that now as Lou mentioned, and moving in the direction of devoting more counselor service to the older applicant.

We are also making considerable progress in working with more and more universities in providing out-service training for the counselors in the Employment Service system. We have an appropriation for this current fiscal year of $2.3 million for training alone, not for counselors only but primarily for counselors. This compares with previous levels of $300,000, $400,000, $500,000 per year in previous years. This is an encouraging note. But when you consider the many other competing needs for counselors that the Employment Service is coping with, we still have a tremendous problem ahead of us. Our salary rates are not competitive -- hardly in any State -- with the rates paid by other services that need similar kinds of professional staff. So we have a many-faceted problem, but I think, in summary, we are making fairly good progress on all fronts.

MRS. DRAKE: Certainly the Employment Service in Atlanta leans heavily on our Demonstration project, as we are set up with professional staff now. They admit they cannot handle it as they are now staffed and just hope we keep on with our Demonstration project.

DR. ADAMS: Did you have a comment?

MRS. ROBERTA B. BROWN (Executive Secretary, D.C. Interdepartmental Committee on Aging, Washington, D. C.): I have been panel-hopping today and have come in without benefit of all of the previous discussion, but this is an area I have been interested in for a good number of years in two separate locations. I wonder whether or not we have taken a good look at what I consider to be a built-in conflict in the way the State Employment Services operate in relation to placement. Unless I am mistaken, the categories of employment a placement worker deals with are divided up on an industry basis. It will be retail sales for one man. Another man will be working with a certain kind of production industry. Another man will be working with the service industries. These individuals are working with employers constantly, and as job opportunities become available these are matched with the applicants who are available for placement. As far as I can make out in the two areas in which I have some knowledge of this operation, at no time could an older worker specialist or counselor make an approach direct to an employer without having first cleared with the person who was making the placement, who is handling, let's say, retail sales.

Now, this man has got some quotas to make. He works with his employers and knows their preferences. Has he been oriented in any way that would be meaningful to set aside, say, 10 per cent of the placements that he attempts to make, so the needs of older workers would be taken into consideration?

I have been talking about the kind of older worker you have been talking about, who would be 35 to 55. However, the kind of worker who I am more concerned with is the "older older" worker, 65 up, who is peripatetic in the extreme, who doesn't have two dimes to rub together nor necessarily a place to sleep next week and who has been severed from his relationships with family and friends and is really in a tragic situation.

I am asking two questions: Has the Employment Service itself oriented its own operation so that even a minimal amount of attention would be paid by the placement workers in relation to these needs?

And, secondly, for these "older older" workers aren't we being a little bit "pie in the sky" when we say that what this person needs is a job? In most instances you peel down what this "older older" worker is looking for, and he is legitimatizing his appeal for help by saying, "I'm coming and asking for work." That's legitimate. That is not admitting any kind of defeat or any kind of deficiency.

But when you do peel it down, you find that he hasn't got all the things that people usually rely on for sustaining his self-esteem or his reason for living. In many, many instances these are people with a spotty work history of long duration, and they are people who need help and who probably are not employable.

Frankly, I don't know where the heck you refer them to.

DR. ADAMS: Your name, please?

Mr. Mugaas, do you want to handle this? We haven't heard much from you.

MR. HENDRIK MUGAAS (Acting Chief, Branch of Special Worker Services, United States Employment Service, United States Department of Labor): For these people the resources of the Employment Service must be augmented by other resources in the community.

MRS. BROWN: Namely?

MR. MUGAAS: Yes. And you, I believe, are talking about the individual that really falls between the different agencies that should be serving him. In many cases, he doesn't qualify for Vocational Rehabilitation services. Then he may go to another agency, or several agencies, and he doesn't qualify there either. And so he's left on the outside.

MR. LOVELL: First of all, your first question, I think, is: Are your Employment Security agencies financed to handle this kind of thing? And the answer is no. They are not.

MRS. BROWN: No, I'm not talking necessarily about the financing. I am talking about the administrative techniques.

MR. LOVELL: All right. The answer is still no. If you don't have the money, you don't do it.

Now, there are various research projects. We have got a project in for $80,000 to do special counseling for the aged in Detroit. I understand we are going to get it. But this will not allow us to continue as a routine matter to provide these kind of services to the aging throughout the State or to continue in Detroit either.

Now, the Employment Service has certain responsibilities and a law to administer, and we are talking about a wide variety of human problems here and trying to see what the Employment Service can do about it.

I think we have to be realistic from the point of view that the Employment Service is perhaps in one of the better positions to identify these problems. But really I think over the long run, certainly over the next five years, it is a question of identifying groups which can perform these services.

You can't expect an older worker to know where to go. Very few of us would know whether to send him to Vocational Rehabilitation or to what group he should go. There are literally hundreds of these job seekers. You can send them to welfare, or to one of the various programs operating out in the community.

I would like to see the Employment Service financed on a nationwide basis to take responsibility to see that people who aren't employed are sent to an agency or group which can take responsibility for providing the services needed, and this would be a major step.

So far we have been told by the Employment Security people in Washington, "We think it's great to do that if you can get the money. Go elsewhere for the money."

I don't say this critically, because the money is limited in all these various Departments. But they are suggesting we go to OEO, that we try to get money through the Vocational Education Act of 1963, the Primary and Secondary Education Act, and community services.

The Employment Service has not up to this point been geared to handling the problems of those people who are not immediately employable.

MR. KLEIN: I would hesitate to make a judgment on it without knowing the details, but offhand I would wonder whether this individual was a candidate for competitive employment.

More information, on the other hand, may suggest that he would be a good candidate for competitive employment. My guess is he might find his best adjustment in sheltered work. Unfortunately, we lack adequate facilities for sheltered workshops, either therapeutic or those that help to enhance the self-image of the individual and to sustain him, for whatever reason, but not necessarily as a part of the productive system of the community.

MRS. BROWN: Mr. Klein, my statement really was using the wrong pronoun, the wrong gender, because frankly the people whom I have seen as having been referred to me as a last resort have been female for the most part and with skills and with some competencies but some fracture in their own personal situation so that their prospects, their hard-headed prospects, for employment are not good. Nevertheless, a certain percentage of them, if they are sufficiently bucked up, will go out and get jobs for themselves. How they do it I don't know. But this is without relationship to my earlier question. I was suggesting in regard to this category of "older older" workers that there is no place to refer them. There is nobody who is prepared to provide the service for this group.

In relation to the first question, I still don't know the answer to this. I suspect that in most Employment Services, while we have older worker counselors, an "older worker" program, this is not necessarily carried through into the placement function and that this does not have a continuity here.

DR. SHEPPARD: Are you sure there is an older worker program?

MR. LOVELL: Yes, there is an older worker program, but it is not geared to meeting the needs of all the older people who can't get jobs.

MRS. BROWN: It sure isn't going to meet anybody's needs if the placement offices aren't working in it.

MR. LOVELL: I'm saying it is not staffed or financed to do that.

MRS. TURNER: Well, should it be? That is my question.

MISS JEAN KENNEDY (Former Superintendent of Professional Placement, New York State Employment Service, New York City): I want to step out of my role of recorder for just a minute, not to answer your whole question but to say I think there has been a tremendous amount of reorientation in philosophy in the organizational structure of the Employment Service, to meet the needs of individuals, with less emphasis on matching with jobs.

Of course, placement people have jobs, they are interested in finding people who fit the qualifications of those jobs, and they are matching occupationally and industrially.

But in many local offices our specialists, and particularly the counselors, are free to seek appropriate opportunities for their counselees wherever they can find them. If they are smart, they go through the interviewer who seems the most appropriate, the one who may have the kind of job in which the counselee is interested. But they are free to look any place for a job if it can't be found through current local office resources. There is much less categorization. Even the placement people are realizing that you don't look at your applicant just in terms of what his last couple of jobs were. You try to look at him as a person: Who is he? Where is he now? What are his goals? What does he need? This diagnosis usually does not take place all at once. It is a growing, developing thing with opportunities at many points for the applicant to shift from one job and goal to another through which he may be able to develop his potential more fully.

Even placement people are getting multi-disciplinary, as emphasis upon unified services to the individual requires it. There is great growth and ferment in the Employment Service, with much more awareness of the importance of individual needs, particularly among the disadvantaged. Always we are limited in terms of the number of staff and the skill and experience of the staff. But granted what it has, the Employment Service is making great efforts to meet some of the needs that you have pointed out.

MRS. BROWN: That is very encouraging. I'm glad to hear it.

MRS. TURNER: Wouldn't that vary from State to State?

MISS KENNEDY: Of course, it varies from office to office.

MRS. TURNER: That's right. Within a State.

DR. ADAMS: We were supposed to stop a half-hour ago and tool up with some more coffee. Suppose we take a few minutes' break, and then we will come back and try to give everyone a chance to speak.

(Whereupon, a recess was taken.)

DR. ADAMS: Well, I suggest we continue our dialogue here.

Mr. Jirikowic, unfortunately, had to leave us, but he left me with a question, and it is one that I have been thinking about a little bit too.

His question has to do with a contrasting situation from the standpoint of employer relationships with the Public Employment Service.

He says as follows:

"Supposing you have two areas, Areas A and B, and in one area 90 per cent of the job openings are listed with the Public Employment Service, whereas in Area B only 40 per cent of the openings are listed." These are round numbers, and it is just a hypothetical case.

But he asks: "In which area would you expect that the Public Employment Service would have the most opportunity to do an adequate job of placing older workers or getting them trained or retrained and then placed?"

Would any of you like to discuss that question?

MRS. DRAKE: I can base it on our experience in the private service. If there are more jobs, there are more places for the older worker. I would think the Employment Service that has 90 per cent of the openings has much more chance to place an older worker than one that has a limited number of jobs.

DR. ADAMS: I would think that would be the answer too.

Yes?

MRS. BROWN: I would suggest that really what is significant here would be the size of the employer, the size of the plant. If you have large plants, you are more likely to have utilization of the Public Employment Service, because there are large numbers of people needed from time to time. A big employer is going to want 25 of this and 35 of that. A smaller plant is more likely to recruit through its own employee family or other resources.

At the same time I think it was Orshansky from the Bureau of Labor Statistics, who said that in one study a plant employing I think from about 50 to 200 persons is more likely to have older workers employed, so your likelihood of finding placements for older workers is better in the modest-sized plant.

MISS KENNEDY: May I comment? The very large companies have very extensive personnel offices. They are well-known. They are constantly running ads. They have a heavy walk-in traffic. The smaller employer, particularly if he is not centrally located, has more trouble recruiting and makes more use of the Employment Service. Use of the Employment Service by employers of different size will vary very much, depending on the kinds of relations that are established in given areas. But we certainly find that we have many jobs from small and medium-sized employers. I think you are right that probably it is sometimes easiest to get older workers in them.

MRS. DRAKE: I agree with you on that. It is the smaller employer in our experience who takes the older applicant. However, there is a large department store that employs 6,000 or 8,000 people, and they will take the older worker who has skills comparable with other applicants. In spite of our closeness to them, they employ the person with skills, not because we ask them to.

DR. ADAMS: Mr. Odell.

MR. ODELL: I'd like to change the subject slightly.

DR. ADAMS: Excuse me. Before we do, let me just make Mr. Jirikowic's point. He concludes, as some other people in the trade union movement do, that the Public Employment Service operates at a disadvantage, and so do applicants at the Public Employment Service, because the applicant, as you know, who is a candidate for unemployment insurance is required to register at the office, and this could include a lot of older people. Now, he and Walter Reuther and others have pointed out that it is inequitable that the employer who has job openings is not required even to list those job openings with the Public Employment Service; that if he were he wouldn't be required, according to their argument, to fill his jobs through the offices but merely to list with the offices all of the openings they intend to fill from outside their organization.

This would provide the employment offices with an opportunity to expose older workers and other people to a much broader spectrum of job opportunities.

Therefore, Walter Reuther has, as you probably know, suggested specifically that legislation be passed requiring employers to list their job openings with the Employment Service if they wish to retain the privilege of experience rating or merit rating in their unemployment compensation tax.

Well, I think there is some merit in that argument. I know that many of my friends in the Employment Service don't want any form or semblance of force put on either applicants or on employers to use the Service. But it seems to me that it would not be inequitable for employers who are entirely in the public domain -- that is, a government agency that is hiring, or an employer who has contracts being financed out of government funds, to be required to list their job openings. Essentially this is a government operation.

Now, I don't know whether anyone is prepared to go that far or not. But this, it seems to me, is a rather acute problem from the standpoint of the Employment Service. Because if they are to concentrate their attention solely on the applicant's side, as we have done here during most of our discussion -- if you think about all the ways you can help the applicant, then you may lose sight of the fact that there has to be a market for these applicants; otherwise you can't do much of anything for them. If you convince employers that all that you are trying to do is to sell them the services of people who for one reason or another are not quite up to what they consider par, then you put the Employment Service at a very considerable disadvantage. This has been a dilemma, it seems to me, for the Employment Service for a long time and continues to be.

MR. ODELL: I should point out, Dr. Adams, that there is a kind of compulsion on the applicant in this regard, particularly the unemployment insurance claimant. I don't know what the current situation is across the country, but there was a time when, in California, for example, the claimant had to demonstrate that he was actively seeking work by coming back in with a certification from at least five employers a week that he had been there looking for a job.

It would seem to me that whether there is that kind of compulsion at this point --

MR. LOVELL: There is not.

MR. ODELL: -- in the system or not, there is always the implication that he isn't actively seeking work and he may be disqualified for benefits.

I think, in line with this, there is much merit to the point of view -- that employers should list all openings with the Employment Service -- even though it happens to be one supported by Walter P. Reuther. (Laughter)

The point about it that has always bothered me as an old Employment Service practictioner is the nightmare I can conjure up of the sheer business of cataloging, codifying and maintaining those orders.

I would suggest, unless we are ready to go to some kind of semi-automated system of codification of this information, we could be inordinately bogged down in just maintaining a record of orders and transactions in which the Employment Service had no real part except to maintain the record. Now, the record may be important as a means of interpreting labor market conditions and dynamics of what is happening, but it really isn't going to contribute to the central function of the agency unless we get systems which make it easy to do and not an overweening consideration in the operation.

The question I wanted to raise mystifies me because of listening carefully to what Lou Levine said this morning and comparing it with what he wrote on the same subject in this article that I referred to yesterday in the Employment Service Review.

What has happened to the concept of the older worker specialist in the Employment Security system? And how do we feel as a group about this concept in relation to the problems we have been discussing about counseling and over-specialization, fragmentation, categorization, and all the other administrative problems that develop when you try to develop or mount a significant thrust with a particular group?

Now, the concept of the older worker specialist, which I had something to do with --

because it was an evolutionary concept that developed out of the studies which I supervised in 1951, 1953, 1955 and 1956 -- was that this person was not to become simply an operating practitioner or counselor or placement interviewer. He was to have a responsibility really for development of staff and community acceptance and performance in behalf of the older worker.

I will grant you that with the multiplicity of special projects and programs this becomes difficult.

At the same time, all the statistics we hear about the proportion of older workers among applicants and their disproportion among trainees and among placements and job-development and counseling would lead me to believe that if the Department of Labor and the Bureau of Employment Security and the State agencies really mean to do anything about this, they ought to take another hard look at this concept and see, what if anything they are going to do to give significant priority to the older worker.

Dr. Levine kept saying this morning that we are on the brink of giving priority, and then he referred to the task force report which suggested that the kind of priority we are going to give would end up with the older worker again at the bottom of the list.

Now, it seems to me that the only way to get around this problem is to recognize that the older worker is going to be a continuing fixture, and a problem to the Public Employment Service, as long as we have the kind of labor force distribution we now have; and that he has the same right, if you will, to a reasonable chance at a job as any other group that uses the Service, and that somehow or other it is possible to see to it that this right is ministered to in terms of a functional organization and structure which insures that something is done about it.

I don't think the group has had a chance to read the paper, because it was passed out yesterday morning incidentally and not again mentioned, but I did present to the House Special Subcommittee which Congressman Holland chairs, a basic paper on what I thought needed to be done about the Employment Service in relation to this problem. The central theme of this was that we had never really implemented our findings of 1957 on the scale the findings indicated was necessary, in order to do the job.

I proceeded to spell out rather arbitrarily, and I grant you somewhat unrealistically, from the point of view of changes in the system and changes in the demands on the system, a basic structure and staffing pattern which would elevate this program not to superior status but in my judgment to equal status with the other components of responsibility to an applicant-oriented Public Employment Service.

I would like to ask those who are practitioners in the field and others who have observed the operation whether there is merit to this point of view or whether we have now moved on to a new plateau and a new approach to dealing with this problem.

MR. LOVELL: At the risk of being somewhat repetitious of some of my previous comments, it seems to me we are at a point of making sure the Employment services the so-called "unemployables" as well as the employables.

I suspect that a broad effort to service the unemployed would not cost ten times as much as just servicing the older worker but perhaps only three or four times as much. And the older worker probably would get better service with that sort of concept than he would just being dealt with as an older worker. Because, by and large, I suspect that your older worker, with some exceptions, needs the same kind of service in basic education and health and special counseling that many other workers not in the older category need.

I think your chances politically of getting some meaningful progress in this area in terms of financing -- and there isn't an Employment Service in the country that wouldn't do it if Mr. Levine said, "Here's the money." Lou talks about all the deficiencies of the Employment Service, and I'm not critical of him on it because he doesn't have the dough either, but all these problems could be solved easily if he would just supply the money -- are dependent on having the political pressures on the Congress to supply them.

MR. ODELL: May I address myself to this? In a sense, you are taking me back to where I came into the Public Employment system, because I happen to have been one of the principal architects of the whole concept of a counseling service as an integral part of Employment Service operations in the late 1930's and early 1940's. The concept was disrupted by the War when pulse-feeling became the fad and we were passing certificates of availability around. And then we revived the concept as a function concept within the service in 1946-47.

You see, the reason we have gotten off into these special categories in the historical development of the system -- and youth in its present priority position is a classic example of this -- is because it becomes politically expedient to get money and public attention on a specialized category. We lose sight of the basic functional objective and concern, and we begin to appeal to the emotions of the Congressmen and the people on this level.

I probably am more responsible for the elimination of specialized, full-functioning junior employment services in the U. S. Employment Service in the late 1930's than anybody in America. And my good friends from New York who went through this experience and who had a good junior employment service are probably now saying, "We told you so" about the Neighborhood Youth Corps, and all this other business which is a revival of what we tried to eliminate.

We eliminated it by putting in a functional system of attention and concern to the applicant of the type that Mr. Lovell is proposing to deal on a clinical basis.

And what I am really asking in a broad sense is: Can we resolve the problem this way, which I would accept as a feasible, logical and administratively manageable approach? Or are we forced by political expediency and other considerations, that have nothing to do with good Employment Service management and operation, to move eternally in the direction of trying to put out the fire that happens to be burning highest that day, or the wheel that happens to be squeaking the loudest, in order to get the money and the support to do the job we need to do?

I think this is really the dilemma.

MR. LOVELL: That's right.

MR. ODELL: That needs to be dealt with first before we can go on to train the staff and develop the program that will do the job.

DR. ADAMS: Mr. Odell, it seems to me that what you are saying is that the requirements of the job market have changed over time. You must have, it seems to me, an Employment Service that is responsive to those changes. If you do have a bulge in a number of young job applicants, you have to pay some attention to that. So I'm not convinced in my own mind that you can have a Public Employment Service program for older workers or for any other group that would remain fixed for a very long period of time.

MR. ODELL: Well, you see, I think my reaction to your statement, Len -- and I don't want to monopolize this discussion, but I am interested in exploring it -- is that actually what happened in the 1960's is that we had a bright "new look" in the Labor Department at the functions of the Employment Service, and then came the ensuing Manpower Training and Development and ARA programs. And history, which was there for us to look at, was not looked at. Instead of going to a fundamental consideration of a functional emphasis of the type that Malcolm Lovell is talking about, we went to the thing that would quickly capture the imagination in response to the pressures on us to do something about a "new look" for young workers and a "new look" for minority groups and a "new look" for this and a "new look" for that. In a sense, we have sort of compounded our management and our budgetary problems in this way without ever looking at what it is we really wanted to do.

Now, maybe the task force report brings us back. I haven't read it, so I can't comment on it.

MR. LOVELL: I don't think the task force report --

MR. ODELL: If it does not bring us back, then I think we are in real trouble, because I think it is much easier to mount an offensive this year on the older worker and next year the youth and next year the handicapped and next year something else than it is to embrace the concept that we need to give at least equal time to the needs of the unemployed and the unemployable, as well as to the needs of the employable and the employer.

MR. LOVELL: One thing that you hinted at is beginning to happen which is going to make a lot of difference in all of these areas in my opinion.

As you know, currently all of the placement work is done by hand, and the coding of the applicants and the coding of the jobs and the seeking out of of the jobs are all done by hand, which is very fantastic I think in this age.

We were approached about six months ago, as one of three States, to participate in a program to automate the placement service. It contemplated a five-year study. Now, why they need five years to study it is absolutely beyond me, and I suspect it could be done much quicker. But if this is done, we're going to get a lot more efficient use out of the Employment Service, because you will be able to put on electronic equipment not only the jobs and the applicants, but you are going to be able to put on much more information about both, and you are going to be able to take a look regularly at those that have not been placed and at their qualifications.

Perhaps from the data you accumulate from this, Congress and others can be convinced of the need to do something about it. But as long as we are doing all this stuff by hand we are never going to get to the moon. I think that's one of the first things.

It's very mundane. It's not exciting philosophically or anything like that. It might even put a few Employment Security people out of work, although I doubt it.

MR. ODELL: An historical reference, Malcolm. In 1935 we had an IBM punch card system of classification and placement in a demonstration office in Cincinnati, Ohio. The thing was abandoned, really because I think the system and our classification system were not perfected to the point where it worked effectively. So we decided there was nothing in this for us.

MR. LOVELL: It might have been true at that time, but it's not true today.

MR. ODELL: That's right.

DR. ADAMS: We have got some people over here that wanted the floor.

Mr. Mugaas?

MR. MUGAAS: I would like to make a couple of comments on local office operations. As we have expanded our services in the youth program, we did something that I do not think has been done before. That is, we did provide a lot more staff in relation to the number of people served. So at least in this area we are getting some experience that will indicate what you can do with hard-to-place people if you do provide sufficient staff. This we have never been able to do in the past.

By providing separate youth offices where we can observe and see what they are doing in terms of the number of people that are placed and the kind of people that are placed, we may be creating a precedent that can be followed in serving other groups who need similar individual services.

DR. ADAMS: This lady.

MRS. HELEN RANDALL (Cleveland Welfare Federation): My experience is in community planning and coordination, not in direct service to older workers. I would like to wholeheartedly support Chuck Odell on the basis of my personal experience. In our community -- and I have a feeling that it pertains in other communities -- we have been doing planning and the development of services on a "crisis" basis.

If we had a real conviction built into our Employment Service philosophy about the need for specialized services or adequate services for older workers, then we would not have what is happening in Cleveland.

Our Employment Service older worker specialist, because of crisis planning, has been transferred now to youth work and stationed out in one of the neighborhood centers, counseling with "disadvantaged" youth. When he was operating as an older worker specialist, he did not give direct service to clients. He was one person in the Employment Service Older Worker Department and most effective in promoting and coordinating services for older workers within various systems in the community.

Let me give you an example. Cleveland has a program, sponsored by the Cleveland Board of Education, Adult Education Division; the Cleveland Welfare Federation, in the planning area; and the Ohio State Employment Service -- a program of "career clinics for mature women." These women, all 40 and over, register at the State Employment Service. The specialist in the older worker program makes all of the arrangements. The Board of Education provides funds for a coordinator who assists in registration. Registrants selected for the Clinic meet for six three-hour class sessions which are staffed by volunteer personnel people, men and women, from business and industry. Testing is provided through the Employment Service. We make no promise of a job at the end. But each woman goes back to the Employment Service for job referral. The State Employment Service specialist has served as the nucleus for planning and coordination of a variety of community resources, including employer participation throughout the 15 Clinics. This has been an educational employment experience not only for the older women but also for the participating employers as to the potential of older women workers.

I think this illustrates what Louis Levine suggested this morning -- that we try to utilize much more fully the resources of the older worker specialists in the Employment Service by integrating and coordinating their services with the other community resources and facilities.

I would like to support wholeheartedly Chuck's suggestion and proposition.

DR. ADAMS: Yes?

MISS ELEANOR FAIT (Older Worker Specialist, California State Employment Service, Sacramento, California): I am one of the older worker specialists. I want to assure Chuck that we are still faithful to his original ideas, and we do have an older worker specialist in each of our 120 offices.

We have four administrative areas where we have an area coordinator of the older worker program.

We still have this problem of "rabbit-chasing," as it has been called, and if our older worker specialists weren't active in their job there would be times when there would be no activity at all for the older workers. They are the lobbyists in the local office -- sometimes the only one.

There is no community expression anywhere that I know of, except in one or two organizations locally that we have been able to get going, that represents the older worker in the public place.

We also have a computerized operation -- this is a comment to Mr. Lovell -- for professional placement -- a large, expensive project called LINCS. It is computerized and it works very satisfactorily.

MRS. DRAKE: I hope Mr. Lovell's suggestion of automation does mean to supplement human judgment in working with older people and not take the place of it.

MR. LOVELL: I wasn't referring just to older people. I was talking about the whole process. Computers don't replace individual judgment. It's a question of giving greater opportunity for judgment to human beings.

MRS. DRAKE: I agree.

MR. LOVELL: Working with more information.

MRS. DRAKE: But do some of it by hand and have an eyeball-to-eyeball relationship with the applicant.

MR. LOVELL: I can't buy the fact that doing it by hand necessarily means better judgment. I think better judgment comes when you have wider availability of pertinent information.

MISS FAIT: We are able to offer jobs to more people in more locations by means of a computer than under the cumbersome clearance order process which is, I am sure, what you are referring to.

MRS. DRAKE: I am not objecting to that. I just would not like to see human judgment eliminated.

MR. LOVELL: I don't think any of us would.

MR. NORMAN HARVEY (United States Employment Service): I want to bring out the fact that the Employment Service now has mobile teams of counselors, interviewers, and labor area analysts in 16 states, reaching out to serve areas where we do not have local offices. Since there is such a large concentration of older people in these rural places, I thought this might be of interest.

We have available up in the lobby some reprints from The Employment Service Review, illustrating the kinds of service that are being provided.

MRS. TURNER: This is the issue -- what do we really believe the Employment Service should carry as responsibility within its function. It seems to me as a person and having experience with the Employment Service, that if the Employment Service built itself around a function for persons who were unemployed and who were unemployable, the older worker would get what he needs, the youth would get what he needs, the under-employed would get what he needs, and you wouldn't have to build the prestige of the Service on Youth Opportunity Centers, on this, or on that, or on the other thing. You would build on what it is within its function in a community, which is an essential function.

MR. LOVELL: Hear, hear!

DR. ADAMS: Yes?

MRS. FRANK L. SINGER (Executive Director, Welfare Council of Monmouth County, New Jersey): I am, like you, speaking for the community development standpoint. What has bothered me very much is we have emphasized what the Employment Service can do, and it seems to have shrunk as I sat here into less and less of what I was hoping it would extend itself in doing.

I originally was more concerned with workers 60 and up than I was with 45 to 60, and I realize now that is a problem that I haven't been too much aware of, and it is good that it was called to my attention. However, it still leaves me feeling that the Employment Service as set up at this time is far from ideal. We are not serving large segments of the population -- not only the ones 60 and up, but other people in our communities who are not even familiar with the Employment Service, people we are trying to reach through the Title V programs.

No effort is made by the Employment Service to reach out -- at least not in our community.

When such a project was being developed -- and I was in on helping its development -- and we asked for people who were under-employed or not employed, the only ones they knew were those who at one time or another had come in for unemployment compensation. Well, what about the small businessman who would not fall into this bracket? When you are fired, you don't get unemployment insurance. What about many people who may never have worked or worked sporadically so they never have come in contact with the Employment Service?

The reputation of the Employment Service very often leaves much to be desired as far as the worker is concerned. When they come to me to ask, "How do I find employment?" and I suggest the Service, they say, "I have been there, but nothing has happened," which also shows up that it is only as strong as the person who runs it. The director may be very knowledgeable, but the people under him often are not, and it is very frequent that they do not identify the person who needs counseling.

This is an actual instance of someone who had come from Puerto Rico. As soon as he filled out his card and put down that he came from Puerto Rico, the interviewer would not talk to him unless an interpreter was there, never for a minute giving the person a chance to say he happened to have a Ph.D. and spoke English fluently. He simply would not talk to him until an interpreter was gotten. This stupidity -- and I hate to say it -- is shown so often that people with problems or those in a minority group never get very far. The name is put on the list. They are shuffled into the background. They never get to see the special counselor.

So here are vast areas that are not receiving help.

DR. ADAMS: Let me change the subject slightly. I was just looking a second ago at the general title under which we are supposed to be having our discussion, and it says, "Employment Services for Older Workers -- What More Is Needed?" It doesn't say anything particularly that we have to confine our attention to just the public service.

We have talked a little bit about some of the voluntary services that go on, but let me remind you that in this country we have pluralism run rampant in the employment agency field; that we have a system of private employment agencies which have more staff than the Public Employment Service, although they have somewhat fewer offices, some 400 or 500 perhaps as compared with 2,000. But what do we know about what these private fee-charging agencies are doing for older workers? Does anyone have any information on that?

MR. ODELL: Nothing.

DR. ADAMS: Nothing?

MRS. SINGER: No.

MISS FAIT: No.

DR. ADAMS: I would assume that might be an exaggeration.

MR. ODELL: No, it isn't.

DR. ADAMS: For this reason: that a number -- how many I'm not sure -- of these private, fee-charging agencies, especially in the large metropolitan areas, are concerned with the placement of managerial, executive types. Here often you find that age is not so much of a barrier. I would suppose that they are doing quite a job there.

MR. ODELL: Yes, but I assumed you were talking about people who were hard to place because of age. Unless there are a few rare exceptions that really have a tailored kind of counseling service directed to helping the hard-to-place, by and large the private agencies want to skim off the cream of the crop.

Their basic philosophy is well documented in the public press and Readers' Digest and in the Congressional hearings. It is, "Let the Employment Service deal with the hard-to-place. We can handle the easy ones and the best ones, because we have the best orders and the best relationships with employers. We would be delighted to refer all our hard-to-place older workers to the Employment Service, and why don't they do something for them ?"

DR. ADAMS: It may well be the hard-to-place older workers do tend to gravitate to the public agencies. But the general topic here doesn't specify that we are to deal only with the hard-to-place older worker.

MR. ODELL: It's interesting, Leonard -- and you probably are aware of this -- that the strongest units of an organization like Forty-Plus, which is concerned with the placement of managerial and executive displaced older groups, are in those areas where you have the highest concentration of private, fee-charging agencies serving the executive and managerial personnel.

These people are simply not welcome in those offices. They don't have any place there.

MR. KELLEY: Mr. Chairman, --

DR. ADAMS: Yes ?

MR. KELLEY: -- my name is Kelley, from Michigan.

Until we give these people an opportunity, Chuck, now that we have a prohibition against age as a factor in employment, I think it's an error to assume that they will not cooperate.

I was on Michigan's Fair Employment Practices Commission for eight years, and we approached all State agencies first, and, of course, we had the cooperation of the Michigan Employment Security Commission.

But then we approached the private employment agencies. And I grant that we had to have three meetings with them, but at the third meeting all of the principal agencies signed a code of fair employment practices and lived up to it.

MR. ODELL: I didn't say they wouldn't cooperate, Harry.

MR. KELLEY: We have got to give them a chance.

MR. ODELL: I didn't say they wouldn't cooperate on an age discrimination law. I don't think they will violate the law. The question was asked: Will they make a significant effort to help?

MR. KELLEY: They did with the minority group people. They actually did.

Now, age, of course -- they're a minority group also.

Governor Romney held a meeting yesterday in Lansing with the directors of important State agencies because of this Act which went into effect a month or so ago, and within 60 days we'll have a State-wide meeting on this subject of age and employment. Surely Chuck, as president of the Michigan Gerontological Society, and in his position with UAW, will help us get all of labor out. And I promise that I can get the support of employers, because I already have 12 or 15 of them who are pledged to get all employers out for this meeting.

I would like to approach this factor of age in employment with my friends in the private employment agencies as I did the matter of the minority group people employment. I think they will help us.

I think the whole core of what we are trying to do revolves around what Malcolm Lovell is doing in Detroit, by getting UCS and getting MESC and the Employers Association of Detroit and of Michigan, and so on and so forth, together.

We have talked about everybody here except the employer, the fellow who finally makes that decision. And I think that Malcolm is on the right track when we involve all factors in this whole situation.

DR. ADAMS: Yes?

MRS. BROWN: From my own personal experience I have learned that there is a very simple answer to why private employment agencies are not a practical answer for some older workers.

That is, if you have spent 20 years doing something, you are probably demanding a salary that is higher than somebody who has only spent a year or two doing that same thing.

If you wish to apply for a position which is listed by a private commercial employment service, you must sign a contract which states that you will pay your first month's salary within 60 or 90 days, which is more than I could ever afford to promise to do when I was unemployed. It's a big lump sum payment that must be made promptly as soon as the position has been accepted.

It's too much of a hazard to sign up for a payment of $1,000 within 90 days if you have been unemployed for some time.

DR. ADAMS: Yes, Mrs. Christman?

MRS. CHRISTMAN: I think it is important to keep in mind that not all workers over 40 or 45 have employment problems when they are unemployed. If I recall correctly, it was the experience of the Employment Service in some specialized studies that 45 per cent of the older workers in the over-40 group presented no employment problem whatsoever. They had marketable skills. There was a market for them. They got new employment with no difficulty.

It was the remaining group that had an employment problem, associated primarily with age, who required assistance.

The Employment Service in what was called the "Seven Cities Study," done in 1956 I believe it was, found that if counseling was provided for this group, if special placement efforts were made and individual job development, these people could be placed. But special adult-type counseling was required.

With that background I would like to inquire to what extent the CAUSE program that was described this morning -- out-service training for counselors -- I'm sorry that Jack Hurt isn't still here -- provided training for older worker counseling specialists, or to what extent was it confined entirely to youth counselors?

I think we ought to get at the question of the dimensions of the older worker counseling program in the Employment Service today, because I am under the impression that it is very limited and possibly should be enlarged with specialized training.

Is there anyone here from the Employment Service who knows the answer?

DR. ADAMS: Mr. Mugaas?

MR. MUGAAS: The CAUSE training was geared entirely to the youth program. Not only that, but in staffing the YOC's we had to take our experienced people, the ablest counselors in many instances; so we robbed the regular office in order to get a nucleus of experienced people in the YOC's.

So that adds to this present shortage that we have now of able counselors for mature workers.

MRS. CHRISTMAN: Is it a fact that in some States there are no older worker specialists?

MRS. RANDALL: Yes.

MR. MUGAAS: Full-time, yes.

MRS. RANDALL: That's true.

MRS. CHRISTMAN: May I follow up then with a comment? We hear and have heard for years that the Employment Service does not have funds enough to supply the services that are needed. Who asks for the funds?

The Bureau of Employment Security goes to the Congress to request funds based on requests that have come from the States. There is usually no supporting testimony from the States. The Bureau presents the case.

It seems to me that if I were a member of Congress, I would consider this a fairly self-serving request on the part of bureaucracy.

I see very little evidence of any community demand for improved employment services for the older worker. And I am wondering whether the key to improvement does not lie in organized community demand, if this problem is recognized as a problem.

The Employment Service is responsive to public demand if it is loud enough.

MR. MUGAAS: I'd like to make a comment on that. I have observed the testimony that goes before Congress in connection with Vocational Rehabilitation agencies and their representative organization, the National Rehabilitation Association, an organization that encompasses a great number of organizations focused on the special needs of the disabled.

Their organization parades before Congress a large number of heads of these organizations who give testimony as to what Congress ought to do for their people back home. This is quite a contrast to a Federal agency head appearing before Congress and asking for money for his own agency.

MRS. CHRISTMAN: It has been commented here a couple of times today that community representatives who are here have not been aware that there was a problem for this age group.

Is it possible that we are aware that there is a youth problem because we have delinquency, we want to keep them busy and out of trouble and out of our hair?

Everybody is aware that there is an aged problem, because there are organizations.

But the age group, 40-60, has no organization, no spokesmen, and even communities are not aware the problem exists, which is, I take it, one of the reasons for this meeting. And maybe we need to recommend stimulus of community attention to the problem and community demand for whatever they see the local service needs are.

DR. ADAMS: Any further comments or suggestions?

Does anyone have any specific proposals that they would like to advance in the same way that Zoe Fales Christman here has just made one with respect to the Public Employment Service or private employment services, with respect to improvement of their operations from the standpoint of older workers ?

Do we need to know more about what some of these private agencies are doing or not doing ?

To the best of my knowledge we don't have in this country any comprehensive information about the placement activities of private agencies.

MRS. DRAKE: You mean the fee-paying agencies ?

DR. ADAMS: Yes. You don't get it from the Census of Business, and that's the only source that I know about that does provide national statistics on what they are doing.

In the State of California, information is collected about some phases of their activities and is published.

Yes ?

MR. KOENIG: You were talking about other agencies employing people and services. I heard at a manpower meeting a couple of months ago that the Employment Service only places about 20 to 25 per cent of the people who get jobs.

MR. LOVELL: Right.

MR. KOENIG: This means, then, there are many, many people employed in our labor market that do not go through the Employment Service. I am making reference here to the personnel divisions of many of the big companies. I have had connections with the Dow Chemical, Continental Can, Kaiser-Frazer Company. They all have their own employment service, personnel service. They have their own batteries of tests. They even have their own educational programs they put people in -- a pre-apprenticeship program, or while they are working in the company waiting for an opening in an apprenticeable trade.

Now, to me, this is a big area. Maybe it involves a much bigger group of people than the Employment Service is handling nationwide. Is this something worthy of discussion, going back to your original question of whether there are other agencies ?

I only raise the question.

DR. ADAMS: Just a point here of information. I think that actually the public agencies handle a substantial proportion of the persons who become unemployed, in the sense that those people register. But I think the statistics on the numbers of job openings they actually fill would indicate that it is between 15 and 20 per cent.

MR. KLEIN: That's right.

DR. ADAMS: The official estimate that I recall is 16 per cent.

MR. KLEIN: Yes.

MR. LOVELL: We have 25 in Michigan.

MR. KLEIN: It varies State to State, but on national average you're about right.

DR. ADAMS: I don't think we were really considering what it is that private employers are doing through their own employment offices in this discussion. I gather that that was outside the limits of our mandate here for this discussion.

MR. KLEIN: This is the way I understood it. I saw an original version of the program, and it used the word "government Employment Services," which I interpreted to mean public or private nonprofit at best.

MRS. DRAKE: I would like to just say that I think a person in an area of low unemployment, as we have, can get his own job, but I think the older person does need to be given some courage and encouragement, some confidence in himself. Almost one out of two people who come in to our privately-sponsored, free employment service can go out and just know that, well, yes, he can get a job. And they go out and get their own job. We like to feel that this is a service we offer by saying, "Yes, you have something to offer." And actually only those who have a little trouble come to an agency, because if they have a skill to offer, whether they be Negro or whether they be over 50, they can get a job sometimes through a private employment service, a fee-charging service, sometimes on their own and by watching the papers.

MR. KLEIN: It is estimated about 60 per cent of the people who get jobs get them through private channels without any intermediary other than maybe a friend or relative or through direct application to the employment office of a company.

I would suspect, with the older worker, that might be too high a percentage to expect, particularly the older workers we seem to be talking about in this panel, namely, those that have some rather complicated problems, maybe several different problems interacting with each other.

I was just wondering, Leonard, whether under the Older Americans Act there are provisions for grants for pilot and demonstration programs to State Commissions on the Aging and similar bodies. They cover the whole gamut of services to the aging -- education, housing, health, etcetera. But they also include employment.

Perhaps some survey of the resources available to older workers in a sample of States might be undertaken through grants available under the Older Americans Act.

I don't know enough about the mechanism of it, but I think it is worthy of investigation. It is a brand-new program. Isn't Mr. Bechill going to be here tomorrow?

MR. KELLEY: Tomorrow morning.

MR. KLEIN: I think some questioning of him along these lines might be in order.

MR. KELLEY: He may not be able to answer, because the guidelines are not --

MR. KLEIN: They are not set.

MR. KELLEY: They are not entirely complete. But people who think they understand the intent of the Act say that it is possible to do training.

MR. KLEIN: The questions may influence some of the guidelines.

MR. KELLEY: That's right.

MRS. DRAKE: I have investigated this, and I am told the scope is broad, the interest is wide, but the funds are limited.

DR. ADAMS: Well, perhaps we have run out of ammunition here and it is time that we brought this session to an end.

I won't try to summarize all of the many interesting points that have been made. I have the impression that we have come to a consensus on a few outstanding matters, and one is that in answer to the question, "Employment Services for Older Workers -- What More Is Needed?" we all agree that a good deal more is needed by way of counseling, placement, research and special efforts to help this group.

Secondly, that the program for the older worker has suffered to some extent because of fluctuations in our population, of changes in the job market, and of political pressures on the Public Employment Service that have not only absorbed the additional funds, some of which might have gone into helping older workers, but actually, on the basis of the discussion here today, have resulted in diversion of some people who formerly were working on an older worker program and who are now engaged in other things.

Three of our panel members have talked about experimental programs that are going on that will have a bearing in the future on the Public Employment Service.

Dr. Sheppard, on the basis of his study in Erie, has some interesting findings that, if the Public Employment Service is alert, could be used on an experimental basis in the Erie office itself, to see where the Employment Service can do a better job in identifying people with needs for special attention and those who perhaps on the basis of their motivation can be relied on to look after themselves.

Your six- or seven-area special project work also will produce some findings which in turn can be put to the test in pilot programs.

Then in your Detroit program of trying to bring to bear the community resources on this problem of the older worker and special groups, here again we have some special work and special action programs under way that may turn out to be quite significant.

So that it is, I think, hopeful that there are these experimental research and action programs under way and that these in time, if given a chance, will introduce some new techniques, some new possibilities for improving the work of especially the Public Employment Service in its service to older workers.

If there are no other comments, I suggest that we are adjourned, with thanks to our panelists.

(Whereupon, at 4:25 p.m. the panel discussion was adjourned.)

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General Session

Wednesday, January 19

The general session was convened at 9:10 a.m., Wednesday, January 19, 1966, Mr. Sherrill D. McMillen, Director of Program Planning and Development, Division of Vocational and Technical Education, United States Office of Education, presiding.

MR. McMILLEN: Good morning, ladies and gentlemen.

I'm glad to see, after being involved in a conference now for the past few days, that you are all out this morning to participate in our last morning of general sessions.

We think this morning that we have a real program outlined.

Our first speaker certainly brings to us a rich background of training and experience in fields of social work, mental health, rehabilitation, public welfare, all of which, of course, are concerned with problems of the older worker.

He holds a Master's degree in Social Work from the University of Michigan where he was on the faculty from 1955 to 1960.

While on the faculty he helped organize and acted as a consultant for a vocational rehabilitation program for the Kaiser-Frazer United Auto Workers-CIO Social Security Fund.

He was formerly the executive secretary of the Citizens' Advisory Committee on Aging in California and acting chief of the Division of Medical Care in the California Department of Public Welfare.

He was a delegate to the White House Conference on Aging in 1961 and a special consultant to the California Department of Public Welfare.

He is now president of the Western Gerontological Society, a member and adviser of the National Council on Senior Citizens, past president of the Michigan Rehabilitation Society, and a member of the Council of Social Work Education and the American Public Welfare Association.

It is a real pleasure for me this morning to introduce our Commissioner of Administration on Aging in the Department of Health, Education and Welfare, Mr. William D. Bechill

Mr. Bechill.

(Applause.)

MR. WILLIAM D. BECHILL (Commissioner, Administration on Aging, United States Department of Health, Education and Welfare): Thank you very much.

Congressman Long and members of the National Council on the Aging, ladies and gentlemen:

I was asked to discuss the Older Americans Act and the concern of this legislation with the problems of the employment of the older worker.

During the year immediately before coming into this position I now hold, it was my privilege to work with the California Department of Employment and the Citizens' Advisory Committee on Aging in carrying out an intensive study of the employment problems and the need for employment opportunities of older people in the State of California.

Initially, I want to acknowledge my appreciation for the work of a person who was on your program yesterday, Miss Eleanor Fait, who is Supervisor of the older worker program in the California Department of Employment.

Miss Fait and everyone in the Department gave their full cooperation and assistance to this study and to the recommendations that resulted in both legislation and administrative action following.

The Older Americans Act is one of the most significant pieces of legislation enacted in behalf of the older people of this nation in our national history. I think it is particularly significant that one of the ten objectives that are stated in Title I of the Act is to assist the older person in our society in having opportunities for employment without discrimination on accoun of age.

The concern of this conference is particularly with the problems of the persons in the age range of 45 to 64, but I know that some of your discussions have also touched perhaps on the problems of persons past 65.

I think you have more familiarity than any statistics I could provide might give, with some of the concerns with respect to the particular lower age group that I have just mentioned. Their rate of displacement in the labor market has been a problem under consideration by the Federal government and by State governments for some time.

But I think there are some encouraging signs. Never before in the history of this country have there been tools as we now have in the Federal government to assist in making a concerted attack on this problem.

The basic challenge, the basic issue is how these tools can be readily adapted both for the maintenance of the older person in the existing labor force and, more critically, how they can be brought to bear on his re-entry into the labor force once unemployment has occurred.

Some of these current tools include such legislation as has been authorized in recent years and expanded last year in the field of vocational education, the Manpower Development and Training Act, the Vocational Rehabilitation Amendments of 1965, and the Older Americans Act.

I would point out that last year Vocational Rehabilitation rehabilitated I think approximately 36,000 persons aged 45 and over. This was 1,000 persons more than that agency was able to rehabilitate ten years ago.

Another resource, and one that should be examined, is the amendment to the Social Security Act of 1965 providing for payment for rehabilitation services from the disability insurance fund. The importance of this amendment I think is recognized by the fact that last year more than 500,000 applicants for disability insurance were screened by State rehabilitation agencies and other agencies under disability insurance provisions of the code for employment.

There are many other resources, including the Work Experience and Training program represented in Title V of the Economic Opportunity Act which is administered in the Department by the Welfare Administration.

The Older Americans Act is another resource, although it is not often thought of in the same terms as these other pieces of legislation.

Let me point out that the Older Americans Act provides for three types of grants: one, grants to the States for community planning and services; another, direct Federal grants, for research and demonstration; and a third type, also direct Federal grants, for training.

In all of these three areas we have noticed some interest in developing employment opportunities for older people.

We have now approved, since organizing the Administration on Aging in October of 1965, 19 State plans. Another 27 State plans are in process.

In some of the States there is an emphasis on the development of using some of these funds for the creation of part-time employment opportunities for older people.

A second related use is the encouragement of community planning for the use and development of services, and employment is mentioned in several of these State plans as part of their objective.

A third is the encouragement of development within a community of services that would provide counseling or working with existing agencies in the development of employment opportunities and training opportunities, especially for jobs in public service occupations. On this point, the new legislation passed by Congress last year has itself generated a whole new body of employment opportunities and occupations particularly in the field of health.

One of the direct concerns of the Administration on Aging in future months relates to our responsibilities under the Older Americans Act to be a central focus in the Federal government on all aspects of aging.

As part of that mission, we will be staffing the program of the President's Council on Aging. As many of you know, the President's Council on Aging is a structure within the Federal government for inter-agency cooperation between those agencies with major programs affecting the older people of this country.

We hope to have a meeting of the President's Council on Aging, the first meeting of the Council this year, next month. We hope very much to have on the agenda items that deal with ways and means by which employment opportunities can be increased and expanded.

Three possible areas for consideration, in the thinking of the United States Department of Labor and the very significant reports they have presented to Congress in recent weeks and months, will be:

First, the strengthening of the Public Employment Services, especially in relation to the kinds of skills that are needed in providing retraining, providing improved job counseling and providing better planning of actions that may be taken in terms of any problems identified in the labor market involving major dislocations in given communities.

Second, the Department of Labor has submitted in its report pursuant to the 1964 Civil Rights Act, as you know, a proposal to consider Federal legislation that will prohibit age discrimination in employment.

Their report is based on a study which showed that this type of legislation has worked well in some States, and generally it has worked well where this concept has been on a statutory basis and has been accompanied by an effective educational and compliance program.

The relationships that the Administration on Aging has with State governments through its Title III program is a subject that I have been asked to comment upon.

Let me say that I have a basic respect for the critical role that all levels of government and labor and management and others must play in this important problem. But thinking of State government, you have to think of the existing network of Public Employment Services throughout this country as a major instrument and means for attacking some of the very critical problems faced by older workers in our changing economy.

In many States the Department of Employment, or your State Employment Service as it is more commonly called, has in recent years, under encouragement from Washington, under initiative at the State level and I might say under some pressures realistically developing throughout given States, been sensitive to the importance of working with these voluntary organizations and other agencies in the community concerned with the employment problems of older people.

Thinking of State government in these terms, I would also point out that in most States the resources of State government that can be brought to bear on a problem of this type also include your State university and college systems, your State and local adult education programs, your vocational education programs, and, most important, your extension services and systems.

For example, the Higher Education Act of 1965, in Title I, provides funds for colleges and universities to work on community projects. These are not defined in specific terms, but certainly the linkage of existing resources, educational resources, with existing community needs is one of the primary reasons why this title exists in the Act.

In California we have had a good experience and a good demonstration of what a State Commission on Aging can do working cooperatively with a State Department of Employment and other interested private and public agencies.

I hope you have read the excellent article by Miss Fait which appeared in the October 1965 issue of the Employment Service Review. This summarized the findings and results of the 1964 study that I referred to.

One of the outcomes was the recommendation of 16 specific pieces of legislation which were presented or considered for presentation to the Legislature.

California is not the only State, of course, that has had this kind of specific interest. The State of Maryland has had in operation in several of its communities a specific part-time employment opportunity focus for older people. This concern is represented in the State plan which Maryland submitted, and I believe it will be strengthened as Maryland gets its program into operation.

I would like to close by referring to the California experience, however, as an exampl and to refer to the pieces of legislation or proposals that were introduced.

There were 16 of them. I don't want to cover them all, but I think some are worthy of mention.

The first recommendation was for consideration of the establishment of a portable pension plan such as is in effect in the Province of Ontario in Canada. This was really directed at the problem of mobility and transferability of the older worker in our changing economy.

The legislature felt, frankly, that this was a very new proposal, but, interestingly enough, they assigned the bill which was drafted for interim study.

A second recommendation was legislation that was incorporated actually into the California Portable Pension Act, as it was called, to regulate and establish standards for the private pensions sold in the State of California. Here again, the feeling was for the protection of the rights of workers. This also is under interim study.

The recognition of the importance of school districts to establish vocational courses tailored to the needs of older people was proposed in legislation. This passed and will be put into operation largely through the cooperative efforts of the Department of Education through its Bureau of Adult Education, by working with local and State offices of the Department of Employment.

There were several memorializations that went to Congress as a result of the study, including a resolution calling for continued 100 per cent Federal financing of the very important and very critical Manpower Development and Training Act.

I suppose it is always easy to get through a State legislature a resolution calling for 100 per cent Federal financing, but, as a matter of fact, we had a very difficult time with this resolution in committees on both sides of the House.

Another important memorialization which did go through with complete support, was a resolution to expand the scope of the Economic Opportunity Act to provide grants to develop part-time job opportunities for older workers, particularly in such critical fields as educatic recreation and health.

I would think that perhaps this kind of proposal, along with other thinking that had bee submitted, including the work of the National Council on the Aging and other organizations, may have resulted in some of the action on the part of the Office of Economic Opportunity.

I am referring to programs like the foster grandparent and home help aide and other programs.

The important thing about the California experience was not so much that major legislation was necessarily established or adopted, although some bills were adopted out of the 16 recommendations, but that a concern was shown on the part of a State Commission on Aging vested with legal responsibilities and a State public agency and the citizens of the State, and that concern was expressed to the Legislature.

Whether or not the right proposals were advanced, the right recommendations, of course is always subject to review.

But at the very least I think the study indicated the range of choices available to California both in terms of legislative and public and voluntary actions and efforts.

I hope that the Administration on Aging will be able to enjoy at some future date a similar experience working with the appropriate agencies in the Federal government in this field and with the voluntary organizations in bringing problems of this type, solutions of this type, to Congress.

I think personally the Congress is sympathetic to recommendations that are soundly based. I think Congress feels this responsibility most keenly but is also looking to the agencies of government for the best kind of comments, advice, proposals and ideas that can be generated.

Thank you.

(Applause.)

MR. McMILLEN: I certainly want to thank you, Mr. Bechill.

Our next speaker this morning certainly brings to us a long career in the areas of economics and public service. He is a native of the State of Indiana and received, among his other academic degrees, a Ph.D. degree in Economics from Princeton University in 1938.

He started his teaching career as an instructor in economics at Wesleyan, moved to Johns Hopkins where he has been from 1947 to 1963 as a Professor of Economics.

He served as a senior staff member on the Council of Economic Advisers to President Eisenhower during the years 1953 to 1954 and 1956 to 1957. During that time he was responsible for areas of labor and economic security.

He has had many research staff assignments with the Bureau of Economic Research in the State of New York.

He has published many articles in the area of economics and has worked on statistical problems with such agencies as the Federal government, the State of New York, and various other agencies throughout the country.

He has authored numerous books and articles on the labor force, unemployment, wages, manpower needs and other areas in the field of economics.

During his career as a member of Congress he has served on the Armed Services Committee in the 88th Congress and on the Appropriations Committee and a Subcommittee on Foreign Operations and Military Construction during the 89th Congress.

It is a real pleasure on my part to present to you now the Honorable Clarence Long, Member of the House of Representatives from the Second District of Maryland.

He also says that he would be very happy to entertain questions if you have questions while he is speaking or when he has completed.

Dr. Long.

(Applause.)

DR. CLARENCE D. LONG (Member of Congress, Second District of Maryland): My interest in the unemployment problems of older workers goes back many years. As our master of ceremonies has pointed out, I have done a lot of so-called intellectual work in this area, dealing with statistics and the like. But I hasten to add that I was once a statistic myself. When I was young I was unemployed for some time. And, of course, as a member of Congress I am always subject to unemployment again. (Laughter) And I am certainly in the class of the older worker.

But I have also had a very direct and continuing interest in this problem in my work as a Congressman, because the way we get re-elected is by doing things for our constituents. In fact, I have a little slogan, "If something goes wrong, call Congressman Long" -- and everybody takes me up on it.

I have 92 Post Offices in my District, and each Saturday I hold forth in one, meeting with people who come to me with their problems. Unemployment is one of the most frequent and troublesome of these problems.

In fact, I have a full-time Job Desk in my office, and one of my best assistants spends all her time helping people to get jobs.

So I am familiar with unemployment problems.

I would say that 80 per cent of all the people who come to me for job help are older workers.

I don't know of any problem that is more important than that of older workers, particularly at this time. We are going to face a labor shortage in the next year or two as this Vietnam War warms up. By the end of this year we will have as many men in Vietnam as we had in Korea at the peak. As a matter of fact, at the present time there are far more jobs calling for workers than there are workers needing jobs in my area. It just happens that the jobs call for very different types of skills than the older workers possess, so labor supply and demand just don't mesh.

What is the reason for the older worker problem? The most obvious, the simplest, the one you hear most about is discrimination. There is a good deal of discrimination.

Last year, I held an older worker conference in Baltimore County. Most of the big business firm representatives were there and listened to older workers tell their experiences. The firms there admitted that they had rules against older workers, rules which they couldn't entirely justify in terms of their own needs and experience.

In a number of cases we were told, "These rules are made in New York. We're a branch office, and we do what we are told. If you want to eliminate these rules, you will have to go to New York to deal with it."

Partly this is the problem of big firms. When the firm gets to be big, it has rules, it doesn't trust the judgment of the individual personnel manager. Also, operations are far-flung, dealings are with different unions and complex situations, it's risky to let managers "play it by ear," so firms standardize their ways of doing things. This leads to rules against the older worker.

Then, undoubtedly, firms think the older worker is more expensive. But whether the older worker is typically more expensive or less satisfactory is something that the average firm hasn't even come to grips with. Firms operate on the basis of legends or superstitions or what-have-you.

How these rules get made heaven only knows.

Then, of course, there is the "nailed-to-the-floor pension," which, as you know, means that the worker -- if he leaves a firm after many years of being employed -- leaves his pension there usually in that firm. This is wrong, because the worker has earned his pension. No one gives him his pension as a matter of charity. Rather, it is a deferred wage. To take it away from him when he leaves is wrong, and it ought to be laid out as wrong in the form of law.

But the fact that it is done means that the older worker, when he leaves the job at age 45 must throw himself on the doorstep of the next firm without a pension.

The next firm, of course, could say, "All right, we will employ you on the understanding of no pension when you get through." But to do this would be to expose the firm to criticism as hard-hearted and inhumane. Morale problems would arise as people work alongside each ther, some getting the pension when they retire, others not. So the employer does the humane ing and refuses to hire the man at all.

A portable pension system would help change this tendency.

It would also reduce the pressure to expand Social Security which has the great virtue of being portable.

Another reason older workers have problems is poor health. I am appalled, as I look hrough the records of people who come to me for job help, at how many are in poor health. Very few older workers who come to me are really healthy people. Most of them are ailing in one respect or another.

Worse than this is the problem of lack of skill and education. The older worker got his education for the most part at a time when we weren't handing out much education to people. Many came from abroad, many from rural areas. Wherever they came from, our educational system just wasn't providing much education 20, 30 or so years ago.

These older people reflect that lag. They come to the labor force with a background which doesn't really prepare them for a very rapidly changing structure of labor demand.

The great demand for labor today is in areas which call for some education -- in clerical work, in sales work, in various types of white-collar work, to say nothing of the professions and semi-professions.

Right now, as we all know, we are no longer a blue-collar but a white-collar labor force. A person without training isn't equipped to make transitions which are increasingly necessary.

In addition, it has been my experience that a vast number of older workers just don't have the foggiest idea how to look for a job. They come into an office, and some of them will have alcohol on their breath. Well, if they're going to do some drinking, for heaven's sake they shouldn't do it just before they come in to ask for a job. But they don't even understand that.

They may not shave; their fingernails will be dirty; they slouch in the chair; they mumble; they don't know how to take these intelligence and aptitude tests which have become so important. And sometimes it isn't their fault.

This reminds me of the story of the postal worker who was taking an exam for postal work, and one of the questions was, "How far is the sun from the earth?"

The applicant scratched his head and replied, "Far enough away so it wouldn't interfere with my duties of delivering the mail." (Laughter)

But, nevertheless, these are the facts of life, and older workers ought to learn how to deal with them.

Also, when you ask the unemployed where they have inquired about a job, too many respond, "everywhere!" And it turns out they have inquired at two or three firms. Frequently, these are the only firms they even know exist -- out of about 2,000 reasonably well-known firms in the Baltimore area.

Too many unemployed look for a job maybe a couple of times a week, and when the employer asks them what they can do, they reply, "Anything."

Translation: Nothing.

For the fact of the matter is that when a person tells you he can do anything, it really means nothing. He just doesn't know what to tell you.

So there needs to be a tremendous amount of development in helping these people.

I think we have made some inroads in solving this problem in Baltimore. I got a grant from the U.S. Department of Labor last year, which has just been renewed, to set up a series of Do-It-Yourself Job-Finding Clinics for older workers in the Baltimore area.

A worker attends a two-hour session twice a week for three weeks. Job counselors are brought in from business firms, MDTA programs, and the schools, to show them how to look for jobs.

The jobless are given practice sessions in employment tests and are shown what they did wrong and what to anticipate on real job interviews.

After the worker has gone out to look for a job, he attends one of the job clinic sessions and relates to the group his experience in what is called the "job campaign." He is then told what he did right and wrong in his search for employment.

The Job Finding Clinics have turned out to be very successful, not only in showing people how to look for a job but also in the morale building effects that they generate. Because so many people come into the labor market late in life, they enroll at these clinics discouraged, downhearted, almost defeated.

It is a great boon to them to find they are not the only defeated people in the world, that there are people who are willing and interested in helping them, and that some of their problems can be solved.

Over and over again, the note struck in these clinics is the lift in spirits that they get from this sort of group therapy, when 15 or 20 people sit in a room comparing their difficulties and experiences in hunting for a job.

I feel that the first order of business, or certainly a first order of business in this Second Session of the 89th Congress, is to try to deal with the older worker problem and deal with it effectively. There are countless plans and programs being devised by the government and a great number of intelligent, sophisticated, well-meaning, energetic people at the top -- but the worker does not know a thing about them.

And, believe me, I see them at the bottom. They come to me for help. They hear about me. After all, you get to be pretty well-known when you run for office every two years. This, by the way, was originally intended to keep us close to the people -- and it surely works. (Laughter)

Older workers may not know anything else, but they do know their Congressman, especially if their Congressman, as I do, sends 115,000 newsletters out every month announcing the date and place of a weekly visit at various post offices in the district.

I have discovered that most of the older workers don't know anything about existing programs which would benefit them.

For example, the Manpower Development and Training Act program certainly hasn't reached the older worker, according to statistics in the Older American Worker report submitted to Congress last year by the Secretary of Labor. Only a tiny percentage of the older workers are in these programs -- even though the greatest unemployment problems exist among older workers.

In Baltimore, the Manpower Development and Training Act program has been subjected to severe criticism in the press for the few people who have been enrolled. In some courses, there is only one person.

I think this is partly because the older worker doesn't even know that the program exists. As a matter of fact, I asked the head of my Job Desk, two years ago, for some information on the program so I could inform my constituents where they could enroll. It took a long, long time to get this information.

I got quite disturbed about it, but we finally got some information worked up in a pamphlet that we could hand out to people.

I couldn't get my teeth into the program until I had spent a great deal of time and effort.

Unless the government presents something very simple about the programs it offers it takes a long time before the ordinary person hears about it.

The ordinary person doesn't read very much, if at all. He doesn't listen. He has, in effect, sealed himself off from the benefits he could derive from these programs.

Let me illustrate the basis of my thinking on this point: I had been in Congress 10 months and thought my name had become a household word in Maryland until somebody took a survey in my District and found that only five out of 66 homes knew who their Congressman was.

When your name is in the newspaper twice a day, on radio and television over and over again, and you have shaken hands with 50,000 to 100,000 people, and only 7 per cent of the people know who you are, then you know what problems you are up against in getting to people on programs for older workers.

I think the order of business in this Session ought to be to tackle this problem of the older worker. Hearings have been held by the Select Subcommittee on Labor in which I participated last September.

I have written an article for CHALLENGE magazine which will appear in the March/April issue on the program that I think ought to be developed.

That program runs something like this:

First, I think there should be a law against discrimination. I don't think this is going to solve problems completely; in fact, it may not even do five per cent of the job. For you can't prevent employers from discriminating against people if they are really determined to do it.

For example, a pipe-fitter told me he couldn't get a job because he was told that only highschool graduates were considered.

You know, you need a high-school education to do pipe-fitting like you need a hammer for a thumb-tack. It just isn't a requirement.

But the applicant's suspicion was, and I think he was right, that this was a method of discriminating aginst older workers, even though indirect.

One worker showed me a letter, and I read it aloud at my conference of older workers and representatives from business firms. I didn't mention the firm because its representative was present. The older worker was told that he was not hireable because he was "overqualified."

For situations like this I don't think that laws against discrimination will do the job. But I do think they would help.

Too many firms are well-intentioned. If they were prohibited from advertising, "No workers over 40," they would begin to think about it and re-evaluate their hiring policies and programs.

Therefore, I think that such a law would be a start, and for that reason I would support it.

Next, I think that what we need are far better programs to get these training programs over to the workers and perhaps to encourage firms to do more on-the-job training.

I am becoming increasingly skeptical about class-room training to develop skills. For example, in the Far East skill-training is incredible. The U.S. Government is trying to hire between 60,000 and 70,000 men in Thailand. Although there are people all over the place there -- intelligent people, people with ambition -- there are only about 20,000 people who have the proper training. And the vocational schools in Thailand are training people in skills that are not in demand and cannot be used by the U. S. Army.

Two miles away from these vocational schools the Army is importing people from the Philippines and the United States at 10 to 20 times the cost it would have to bear for hiring indigenous personnel. And the vocational schools -- beautiful schools, built with U. S. money -- are training people in skills that have no relation to the Army's requirements. The trainees, once filled with the hope that they could be gainfully employed, go back to the villages completely disheartened and disgusted.

We have seen this same paradox in the United States.

For some reason or other, vocational training rarely gets specific enough to deal with employment problems. So I think we have got to take a hard look at this area of concern.

But I advocate even more. I have introduced a bill, H.R. 2062, to set up a Bureau of Older Workers in the Department of Labor to take on specific responsibilities to meet the problems of the older worker.

This Bureau would have three major missions. One would be conduct research and demonstration projects to help to explode the many supersititions about the job inferiority of older workers.

Now, there is no question that there are many older workers who are inferior, but, more important, there are many who are not. In fact, a lot of things said about older workers are as far removed from the truth as they could be.

Many older workers are more reliable, more effective, more interested, more stable, and more loyal. As you have to do is distinguish among older workers those who have these characteristics.

The type of research I advocate would be developed and its findings presented in such a way that it would be convincing to employers -- not just propaganda.

The other job that I would assign the Bureau of Older Workers would be the job of convincing employers that older workers are efficient. I don't think that this task can be accomplished by presenting to employers abstruse statistical data or learned articles which are useful only for reading and analysis at annual professional meetings. What is needed are established facts, effectively presented, demonstrating the efficiency of the worker on the job.

I think the county agent system that was used by the Department of Agriculture to demonstrate new methods to farmers would be effective for convincing employers, too.

Under this program, representatives would go into the firms, talk to their people, ask what their hiring patterns are, get them to dig into their own data to see what their policies are on older workers, and then show them the experience of other firms with older workers. One way of initiating this would be through a series of pilot projects.

In Baltimore there are some firms hiring older workers that have derived distinct advantage from hiring them. Representatives from these firms, in fact, reported at my older workers conference that they were good hires. Firms are more willing to listen to the experiences that other firms have had with older workers than they are to listen to a Congressman, or a college professor, or a representative from the U. S. Employment Service, because they just don't trust them. They will trust each other. This is where the results will come.

I think that this type of continuing program where the work could be done at the grass roots would be far more effective than anything else we could do.

We should have an agency that is charged with this responsibility, for this task is not presently being performed. We have a Women's Bureau in the Department of Labor, and we have a Children's Bureau. Yet, there's no Bureau of Older Workers. Just for symmetry alone we ought to have it! (Laughter)

A third mission of this Bureau would be the Job Clinics that I have mentioned. We are now in our second year on the "do-it-yourself job-finding clinics." I'd like to see these extended all over the country, and I would hope that either the U.S. Employment Service or the Bureau of Older Workers would take responsibility for setting them up.

Everyone who has had any contact with the Clinics on the instructional level, particularly the people we are bringing in from firms themselves, are tremendously enthusiastic. Better results have been realized than we ever dreamed.

This is the kind of program I think Congress ought to get excited about and interested in. The purpose of the Bureau would not be just to provide jobs for older workers and make use of them, although these would be valuable features. For most older people who are employed worry about what would happen to them if they ever lost their job. They realize they are getting on towards 50 or 60, and they start to wonder if they are going to be useless and wind up on the scrap heap. The worry of people who may in fact never lose their job because they get old is a psychological burden and an unnecessary one.

If we could, therefore, do something about the older worker problem, we would not only make him useful, we would not only put income in his pocket, we would not only solve the problem of manpower bottlenecks at a time of great labor scarcity, but we would also provide reassurance and self-respect and confidence to millions of older people who are approaching the end of their lives, people who are already being elbowed out of the way, by making them feel that they are useful and have a future and not just a past.

I know that if we do these things we can create a situation in which it can truly be said that life, not old age, beings at 40.

Thank you.

(Applause.)

MR. McMILLEN: Thank you.

Any questions you would like to direct to the Congressman?

QUESTION: You mentioned the portable pension plan, but I didn't hear it in your last list of actions. How do you propose to go about this?

DR. LONG: Well, I myself have not introduced a bill to provide for this. However, Congressmen Elmer Holland and James O'Hara, members of the Labor and Education Committee in the House, have proposed such a plan in their bill which would set up a National Commission on Older Workers. The plan would be to institute research and develop a plan for portable pensions. I think it is going to be a very complicated plan to devise, but I do think it is necessary to examine ways to make pensions portable.

Yes sir?

QUESTION: I have no question, Congressman, just a simple statement. One of the things that you said was that we're becoming more and more disenchanted with classroom instruction, institutional instruction, in vocational education. May I suggest that it would not be necessary to travel to Thailand to find a classroom situation which is impotent in vocational education. I'm sure we wouldn't have to travel too far in the United States to duplicate this.

May I also respectfully suggest that if you are indeed looking for a vocational education institution that does "get to the specifics" that at your leisure you visit any one of the vocationa schools in the State of Connecticut.

DR. LONG: I used to teach in Connecticut; it would be nice to return for a visit and take you up on that idea. I am glad to hear that Connecticut is doing such a good job.

QUESTION: We would be happy to have you, sir.

DR. LONG: This lady.

QUESTION: Do you have any tie-ins of your Job Clinics with the State Employment Service?

DR. LONG: Oh, yes. We work with them all the time. A very large part of our referrals come from them.

I would say that most referrals to these "Do-it-Yourself Job-Finding Clinics" come from two sources -- the Employment Service, and from my own office where people come to me for help.

These Job Clinics have been a great help to me in assisting people to get jobs, because I can refer them and feel confident that they will have better job prospects.

If I could not rely on these clinics, I could call up an employer whom I had helped with a contract and say, "There is a man in my office who needs a job. Take a look at him, will you? I don't ask you to hire him, but just look at him." And if the fellow then sees the employer and makes a bad impression, he has ruined his chances.

And there aren't too many places you can send someone to look for a job.

The Job Clinics have been working very closely with the State Employment Service. It may very well be that the Employment Service ought to be the agency that would administer these clinics on a continuing basis.

Yes sir?

DR. LEONARD P. ADAMS (Professor and Director of Research and Publications, School of Industrial and Labor Relations, Cornell University): Congressman Long, you made some pretty definite statements about the war in Vietnam. Are they based on your own appraisal of the situation, or do you have some information that hasn't been shared with the rest of us?

DR. LONG: Which statement were you thinking of? The labor shortage in Vietnam?

DR. ADAMS: The dimensions of the war.

DR. LONG: Well, this information is available to anybody who wants to read about it. I was in Vietnam in December as a member of the Select Subcommittee of the Appropriations Committee on all aspects of the war in Vietnam, so I had an unusually good opportunity to view our operations there. I travelled through much of Vietnam and talked to many of our military people both at the top and at the bottom.

The statements I made about this war -- that we will have 400,000 men there by the end of this year -- are facts that one can read anywhere in the newspaper. So I am not giving you any military secrets. (Laughter)

Yes sir?

QUESTION: Do you get involved at all in the re-employment of the retired professional worker?

DR. LONG: Only if he comes and asks me for help, which is quite frequent. Quite a few come to me, and we deal with them on an individual basis.

I will call up a business firm. Since I help many firms in getting contracts or saving contracts, their consideration of my request is their way of helping me. I might add, this works out very well.

I get a number of retired professional workers. I would say it is five per cent of my business.

Yes?

QUESTION: In your Job Clinics, what about the Negro woman? Do you find it as easy to get her re-placed as a man or a white man?

DR. LONG: No. Older women have a much tougher problem than older men, as you know. It is really hard for older women. And when you get to the Negro woman, you have all the disadvantages in one package, really.

A number of our clinics are in Negro areas. I don't have many Negroes in my district. But we have a number of clinics just outside my district, in Baltimore City, where many Negroes live.

And,you know, it breaks your heart. You are really up against really discouraged people there.

I have read the minutes of the Job Clinic sessions. I have had some of my staff sit in on these meetings and take very careful minutes. I am planning to write an article on their operation in the near future

Yes?

QUESTION: How do these Clinics work out of an area of this sort where the opportunities actually are so slim? Are there any job development people who aid the actual job-finding, self-help program?

DR. LONG: I don't think the opportunities are slim. Baltimore is a very high employment area.

QUESTION: You mean it's only slim for the older woman worker then?

DR. LONG: Well, I mean there are tremendous numbers of jobs if you can match the person with the job. These people just don't have the training or education, and often they don't have the health for it. That's a big problem, too. In fact, I think that's one of the biggest single problems of older people -- poor health.

But you really can't say that in the Baltimore area you are trying to match people with jobs and that there are no jobs, because there are plenty of jobs in our area.

Yes sir?

QUESTION: How do you remove that fear of compensation for poor health in the employer?

DR. LONG: Well, I just don't know. I think you first have to make certain that the employer isn't asking for good health when he doesn't need it. Individuals have certain physical handicaps which wouldn't impair their performance.

I would say to employers: "You're asked to consider hiring people on a strictly business basis. Don't hire somebody in poor health if you can't use him. But, at the same time, just don't set up an arbitrary rule which reflects the assumption that a handicapped person over 40 is completely useless to the firm."

Now, if you can work employers into a frame of mind where they are willing to take on each worker on his merits, you will have solved part of the older worker problem. You will not have solved the problem of the person who is truly unemployable or in bad health; and I don't know how you would deal with that, because this is a factor which is beyond the scope of my experience and training.

I encounter many people with poor health, and I just try to get them into Veterans' hospitals and get them Social Security, or other benefits.

But how you make them healthy is beyond my competence. I would call on the Department of Health, Education and Welfare to deal with that.

Yes sir?

MR. JERRY SHRODER (Assistant Director, New York State Office of the Aging, Albany, New York): Congressman, you described pretty explicitly the handicaps that face older workers in their job-seeking, and I would gather --

DR. LONG: I haven't touched on all of the ones that I could point out. There is a lot of emotional instability and alcoholism, too, which are terrible handicaps.

MR. SHRODER: I would assume that the job-finding Clinics that you discussed take these into account and therefore are prepared to give, say, an inordinate amount of time to the older worker who is seeking entry?

DR. LONG: Yes.

MR. SHRODER: While it may not be within the purview of the conference, can you appraise for us the experience of the Clinics in helping the "older older" worker? And I am now thinking of the 60, 65 and plus.

DR. LONG: We don't get too many of these. By "older worker" I am talking about people from 40 on up to 60. Now and then we get somebody older than that.

Many people just come to me, looking all washed up at 49, and you say, "Lord, here's a person that has about 16 years to go to make it to 65, and how is he going to do it?"

I mean psychologically, emotionally, physically, and everything else, he just looks -- well, I'm appalled sometimes at how old people look who come to me in their mid 40's and their early 50's.

I'll say this: One of the things that really surprises me is not that we have so much unemployment -- when you look at the problem of our labor force and find alcoholism, bad health, emotional instability, lack of motivation, poor education, and meager training -- but that we have so many people employed, 70 million, in fact. It's amazing just how many of these people you just wouldn't think of as being very promising material, but yet they somehow manage to get a job and earn some money.

And if you look at the problem in this way and just keep helping them, things work out better than you might think.

Yes sir?

MR. JAMES R. NORWOOD (Assistant Supervisor, Recipient Training, Illinois Department of Public Aid): To the point of accelerating the enrollment of older workers in the MDT program, would you say that current amendments will be adequate to do this? Or do you have further recommendations at the grass roots level?

DR. LONG: Well, I would like somebody to make a really careful study to find out why the older people aren't signing up for these Manpower Development and Training programs.

Take a look at Secretary Wirtz' Report on The Older American Worker and examine the statistics there. The percentage of older people in these programs is discouragingly low.

I'd like to know first why this is so.

I think one reason -- and this has been my experience -- is that there are so many people who don't know that these programs exist. I hope that's the reason for it. That would be the most heartening reason.

Also, it might be because older people just aren't willing to take the training or won't be able to make use of it.

MR. McMILLEN: Congressman, we will have to stop now for a break. If anyone has any questions during the break --

DR. LONG: I'm going to have to run along. It has certainly been a great pleasure to be with you here.

(Applause.)

MR. McMILLEN: Congressman Long, I am sure on behalf of all the audience we want to express our appreciation to you for taking this time out of your busy schedule to be here with us this morning. The kinds of questions and the interest of the audience certainly indicate how they enjoyed your being here.

We want to thank both of our speakers now, Mr. Bechill and Dr. Long, for being here with us this morning.

We will now take our coffee break and reassemble at 10:30.

(Whereupon, at 10:15 a.m., the first general session was adjourned.)

GENERAL SESSION

The general session was convened at 10:45 a.m., Wednesday, January 19, 1966, Mrs. Geneva Mathiasen, Executive Director, The National Council on the Aging, New York City, presiding.

PROCEEDINGS

MRS. MATHIASEN: In the interest of time, I think we ought to start. We have a big agenda at this particular session.

I'm sure you realize, just by looking at the program what a job it is to try and bring together any kind of summary of all that has gone on. I have been in just a few of the meetings here and there and have been impressed how the little bit I heard relates to what I heard somewhere else.

I think you realize what a tremendous task it must have been to try to put together all of the things that have been said in all of the meetings.

I don't know of anybody so gifted in doing this kind of thing as Chuck Odell. I have heard him do it before, but I don't think I've ever seen him with as difficult a job as this one is.

I'm always impressed by the fact that if you are real well-known you don't need a lot of introduction -- like the President of the United States. That's all anybody ever says.

And I'm going to do the same thing and just say -- Mr. Charles Odell.

(Applause.)

MR. CHARLES E. ODELL (Conference Chairman and Workshop Coordinator): Thank you very much, Geneva.

At two o'clock this morning I abandoned any hope that I would do the kind of systematic, orderly and disciplined job of reorganization and recasting of all this material in a manner that would save your time and my voice.

In fact, I was almost tempted to call someone and say, "I have laryngitis and I'll file my report for the record." (Laughter)

But you have demonstrated at this conference your capacity for survival of extremes in temperature and other rigors of nature -- (Laughter) -- and the fact that you are still here and still apparently awake and alive and vitally interested in this subject is a testimonial to your dedication and commitment. So I think perhaps there is indeed real hope for forward movement in dealing with the problems set forth in this conference.

I would like first to pay tribute, because I neglected to do so at the opening session, to the cooperation of the staff and the support that they have given in both the researching and the ferreting out of good participants and worthwhile papers and substantive reporting of meaningful experience.

In particular, I would like to pay tribute to Zoë Fales Christman and Frances Schon and Irma Rittenhouse for their contribution to this effort.

I think all of us should be appreciative of the role they have played in acting as impressarios, virtuosos, conductors and orchestrators of this conference.

It seemed to me that the best way to begin this summary was to look very briefly at what came out of the general sessions, as these set a tone and a theme and an approach to the conference.

Frankly, I think we got off to a very good start on Monday morning. I was impressed with Curt Aller's message, primarily because to me it was hopeful. It was evidence of concern and a sense of direction developing within the Department of Labor, despite all the problems that have confronted it in the so-called manpower revolution, which in many ways has been a revolution in legislation, with promise but a lot of unfulfilled promise. I was impressed with Curt's indication that he felt we were now at the point where a meaningful political and administrative commitment was about to be made in behalf of doing something about the older worker problem in the United States.

I think also that his recognition of the fact that this involves reaching out to the person we are trying to serve, rather than expecting him somehow to find us, was an important overall concept.

Also, his outline of the broad base on which the task force report concerning the new United States Employment Service is based offers considerable hope and promise for the future.

Further, his optimistic appraisal of the manpower outlook provides us with a social and economic setting in which we can make a positive thrust toward doing something about the older worker problem.

Most important of all was his expression of commitment, which I am absolutely certain is shared by Secretary Wirtz, and which is being projected by Secretary Wirtz, that we are now in a period where we must be concerned with the totality of human resources development as a basic manpower policy in this country, and that, indeed, our responsibility is not only to achieve full employment in a statistical sense, but in the individual sense of reaching out and helping all who are able and willing to work to find jobs.

Bernard Ulrich made a very significant contirbution in pulling together on two sheets, charted in a way we could all understand, a concept for a model, designed for utilization of the older worker through training in a modern society.

I think those of us who looked at that suddenly recognized that the problem will not readily be resolved on a "bits and pieces" basis, nor by a significant thrust in one direction or another, either education on the one hand or more placement on the other, but that we are really dealing with a total process and need to gear ourselves to think in terms of the total commitment to do something about implementing that process and relating it to individual needs.

Meredith Belbin also presented an approach which was a breath of fresh air and encouragement from across the sea, in the sense that he demonstrated in terms we could all understand that something can be done, indeed that something has been done, about modifying and adapting training methods and approaches, in order to accommodate the special problems and needs of older people in our society.

Of course, I am a firm believer that the American ingenuity and improvisation can build on Belbin's concepts, once we understand them better, and that we can do an even better job than they are doing in Western Europe in improvising and developing training methods and techniques and approaches that will better accommodate the special psychological and social problems of the older worker.

David Bushnell told us what could be done under various titles of the many-faceted education legislation enacted by Congress from 1960 on.

He particularly pointed up that the research titles in these bills are not being directed significantly or effectively to the needs of older adults, and I think he extended a kind of open invitation, which I almost interpreted as a desperate plea, for some action and movement toward organized efforts to conduct research in this area.

Certainly Belbin's previous presentation of a research method and approach suggests one avenue of attack that we could take, in order to adapt Belbin's methods and European methods to the American scene.

Robert Bowman made an outstanding plea and presentation on the importance of on-the-job training as compared to classroom instruction as a means of reaching and helping the older worker.

I was particularly intrigued with his again open invitation to the National Council on the Aging to take on a national contract to do something about on-the-job training opportunities in agencies in behalf of the older worker.

I hope the staff will follow up on this immediately, because I see many opportunities in constituent agencies and organizations whom the National Council serves for the development of on-the-job training opportunities to fill badly needed gaps in personnel.

Just one simple illustration. I think in the field Centers we could probably use, if the agency can afford it and accommodate them, two or three on-the-job trainees in every one of the 700 multi-service acitivity centers that now exist. I think all of these people would ultimately be absorbed in good-paying, professionally-significant jobs.

Lou Levine explored with us the dilemma confronting the Public Employment Service in fulfilling its responsibilities to the older worker and I think indicated the Employment Service is ready, if we are to take a new look, a new approach, and move ahead to new horizons of interest, concern and priority in dealing with the problem.

Since Bill Bechill and Congressman Long have just finished, I'm not going to "gild the lily" by restating what they said.

I just want to comment on Congressman Long's presentation. If every one of our 435 Congressmen were doing what he is doing on a weekend-by-weekend basis in his own district, we wouldn't have any trouble in getting decent priority and political commitment for the older worker on a national basis.

The difficulty is that too many Congressmen never see an unemployed older constituent and really don't understand that there is a problem or a need in this area.

And now to my real task, which is to try to review very sketchily and hastily the major findings and recommendations of the workshops.

I would first like to thank the workshop leaders and recorders for their cooperation and dedication. And, of course, I want to thank those who presented papers in the workshops which further contributed to our collective insights, knowledge and understandings as to what to do and how to do it.

I must apologize to these people who presented papers, because in the nature of our reporting we recommended or re-stressed that we wanted recommendations and suggestions. The proceedings will carry all of these papers, and therefore my report to you or interpretation of this conference is not going to do justice to the prepared papers, since I assume that my mission is to capture and summarize and digest and collate as much as I can of the specific recommendations and suggestions.

In presenting these suggestions and recommendations there is bound to be some overlap and duplication. I have tried to minimize that and to collate, but by the very nature of the time and the circumstances under which I was working, I am afraid I sort of abandoned this project at two o'clock this morning.

I'm starting now with the last of the workshops, since so much of our time has been concentrated on the problem of Employment Service and its role and responsibility.

We had an excellent discussion in that workshop. The consensus seemed to be that older workers have not been accorded the services they need from either the public or private agencies and this is due in large measure to the competing needs and demands of new legislation and labor market developments.

The Employment Service will continue to be the principal source of assistance to the older worker in need of counseling and placement. Yet, it hasn't been equal to the task for several reasons:

First, lack of public funds and support.

Second, insufficient staff, which is not only a matter of money but a matter of State salary schedules and Civil Service requirements.

Third, difficulties derived from over-extension of itself in meeting demands placed upon it by the Congress and sometimes by its own tendency to be over-ambitious in the bureaucratic arena.

The specific recommendations that came out of the workshop were as follows:

The Employment Service, as the emerging manpower agency, needs to decide what it can do for the older worker and where they can best be used in both the public and the private sectors of the economy.

I think the workshop was pointing up or picking up the theme that both Curt Aller and Lou Levine and others gave us in the general session, and perhaps they also were hinting at the concept of the government as an employer of last resort and the idea that it is our responsibility now to devise ways and means of providing a meaningful employment and training experience for all those who are able and willing to work.

The recurrent comparative productivity of the Employment Service, as reflected in statistics concerning those 45 and over who apply for work, the proportion they represent of the unemployed, the proportion they represent of counseling, testing, job referral, job development and placement service, and so forth, provoked a lot of discussion in this workshop.

It was the conclusion that we should be striving to achieve equality of service to the older worker in the sense he should get his fair share and proportion of all these functional attentions within the system.

It was recognized and accepted that the Employment Service has much of the basic know-how. What it lacks is number and quality of staff.

And here the workshop emphasized the importance of the political and administrative commitment necessary to resolve this particular problem.

They felt a need for action research into new areas, such as those which were brought forth by Dr. Sheppard concerning the social and psychological factors which motivate or fail to motivate older workers.

There was considerable discussion as to what to do about the unmotivated and whether or not they should be given priority of attention, in view of the fact that studies like Sheppard's indicate that the so-called motivated seem to do pretty well in finding their own jobs.

And here, of course, they emphasized the importance of group methods of counseling, self-help techniques in job-finding, and so forth, as important motivational forces.

They emphasized the importance of building better public support for a better older-worker service by bringing employers and labor groups into planning, research and operating programs, and in particular in establishing some kind of rational manpower planning structure at the local level.

They urged organized labor to make more specific provisions in collective bargaining agreements to require greater use of the Employment Service, in those unions that have some control over the referral and hiring process, as a major source of filling vacancies.

They urged mobilization of the community to participate in planning, fact-finding and operation of special efforts with regard to placement of hard-core unemployed.

They urged that we get employers to list more of their job openings with the Employment Service. One alternative discussed was to provide by law, as Walter Reuther has sometimes suggested, that all vacancies must be listed with the Employment Service; and that, as penalty for failure to do so, he would lose his merit rating under the unemployment insurance system.

I don't think the group bought that idea, but they did seem to buy the idea that perhaps through executive order or action on the executive and administrative level in government that all public agencies and all government defense contractors could be urged or required to list their openings and thereby make it possible to expose applicants for work to a wider range of job choice and possibilities.

They stressed the need for balance in presenting the total Service to the community, not just in behalf of the disadvantaged groups but in behalf of a representative cross-section of workers available and seeking work.

They discussed in some detail the relative roles of non-profit employment agencies and private fee-charging agencies. I think the feeling was that the non-profit agency should be encouraged to work more closely with the Employment Service, and that the initiative should come from the public agency.

There was a feeling that both types of programs could use more trained and qualified volunteers, particularly as aides and assistants in carrying out the work.

As to fee-charging agencies, there was a feeling that they aren't doing too much for the older worker or particularly for the hard-to-place older person, but that cooperation should be sought, particularly in the implementation of age discrimination legislation.

I'm now moving back to the workshop on Community Action. Here we had a semantic situation because the leader of that workshop thought the interest was primarily or exclusively in Community Action Programs under the Economic Opportunity legislation. The workshop thought it was discussing community action in the broader context. We did emerge, however, with a whole series of specific recommendations which deal primarily with the need for better coordination at all levels in carrying out these programs.

It's interesting that this workshop put all of these recommendations under the heading "The National Council on the Aging shall see to it that," and I'm not at all sure that the Council is prepared to take on this total responsibility. But certainly it can point up some of the need.

First, that the Office of Economic Opportunity and the Employment Service further implement the cooperative relationships which have been established whereby OEO funds are made available to pay Employment Service staff for community development, outreach and decentralized counseling, placement and training services in Community Action Centers, services now being provided on a contract basis in Detroit, New Haven, and other places, with the ultimate expectation that once these services have been performed effectively, they can hopefully be picked up and made an integral part of Employment Service budgeting in the future.

Second, that contracts for Experimental and Demonstration purposes under various Federal programs need expediters somewhere along the line.

(I don't see NCOA as the only possible expediter, but certainly we need expediters.)

Third, that contract periods, particularly on older worker programs, in the E&D field be extended to two to five years, so we can really do some effective work in tooling up and long-range evaluation of results.

Fourth, that E&D project personnel requirements be liberalized to permit the hiring of more qualified part-time people, many of whom are available but will not leave one job to take another in another setting on a short-term basis.

Fifth, that expired E&D programs become an integral part of local Community Action Programs.

Sixth, that new E&D programs be extended into new occupational and industrial areas in behalf of training and employment of the older worker.

Seventh, that channels of communication be developed and maintained whereby local needs for programs in behalf of the older worker are opened up, and, conversely that local communities become better informed about existing Federal programs and how to apply and qualify for Federal assistance.

Eighth, that training institutes be established for administrators and lay members of agency boards to interpret the need and problems of older workers and what is being done or can be done by communities to meet them.

Ninth, that we stimulate aggressive social action by lay and professional people in support of services to the older worker.

(I think this is one of the things Congressman Long was implying -- that if his bill or anything like it is going to pass Congress, it's going to need letter-writing and testimony and support from those who are concerned about this problem.)

Tenth, that information be developed and distributed about advantages to be gained in training and employing older workers comparable to that developed in behalf of the handicapped and other special groups over the years.

Eleventh, that technical assistance teams of qualified public and voluntary personnel be organized to consult with community leaders on how to go about setting up and operating effective older worker programs.

Twelfth, that more adequate information be gathered and distributed on the real dimensions of the older worker problem and successful efforts being made to deal with it.

Workshop II concerned itself primarily with outreach. In addition to support for extended E&D contracts and grants, the workshop recommended the development of standby teams of experts to move in to areas of sudden mass layoffs such as developed in South Bend. The South Bend experience should be developed as a model or guide so that such teams will know how to proceed in working in other affected communities.

Second, that small employers, shown by all sorts of studies, including the Wilcock data that was put on the board by Dr. Belbin, to be the greatest users of older workers, should be aided with technical assistance for the training of staff so that they can implement on-the-job training programs as described by Mr. Bowman.

Third, that rural areas need special help in manpower planning and the development of local job opportunities for older workers who do not want to move or cannot move to new areas.

Fifth, that competition among agencies is healthy. (This was a recurring theme in the conference. I don't know whether I completely subscribe to it or not, but it's a fascinating idea.) Larry Houstoun said in his workshop that he'd rather have the Sherman Antitrust Act operating here than to have nothing happen because nobody is enough concerned to fight about who is going to do the work.

But the basic point being made was that this competition and this needling, if you will, from new and emerging programs like the Economic Opportunity program was a healthy thing, that old-line agencies are failing to meet the needs for the type of service we are talking about, and that basically it's a good idea to have these old-line structures threatened so that they rise to the occasion and take on more responsibility and do a better job.

I think this relates back to the other suggestion, in workshop I, that hopefully the new or emerging programs will help the old programs to step up their operation on a contractual basis.

Sixth, highly motivated and trained volunteers among older workers themselves should be recruited to reach out to the unreached older workers through churches, block clubs, and other neighborhood social organizations.

Seventh, that mobile recruitment has been and can be successfully used to reach the unreached older worker in both rural and urban areas and neighborhoods, using vans and buses and other converted vehicles as sort of mobile centers for recruitment, information-gatherings, preliminary counseling, and so forth.

Workshop III concerned itself with selection techniques and in particular with aptitude tests.

The chairman, Dr. Morris Viteles, himself a distinguished older but extremely active older worker, has real questions about the use of tests that are not specifically validated on older-worker populations. However, he went along with the general recommendations or suggestions of the workshop which I am going to briefly summarize.

First, use of current tests in selecting older workers for occupational training should not be discontinued, but weaknesses of tests should be recognized by those who construct and use them.

However, future test research should be so directed that test norms developed should be validated and cross-validated on populations to whom the tests are to be applied.

(That is a simple way of saying that tests developed on children in school or in training situations may not be entirely appropriate for older workers who left school before the sixth grade.)

Second, as a substitute for, or in addition to, standard paper-and-pencil tests, consideration should be given to assessing abilities by observing long periods of training performance.

Third, that consideration should be given to expanding the job family approach to training. For example, train for clerical skills by starting with office filing and then more complicated duties. Determine how far a person can go by a combination of observing performance and interpreting tests.

Fourth, expand research for the development of non-verbal and "culture fair" tests.

Fifth, future training programs should be people-oriented and not job-oriented, and work history items should be more widely used in evaluating skills and potentials of older workers thereby helping to adapt training programs to individual needs.

(The implication here, which recurred in other workshops where training was discussed in depth, is that instead of enrolling people in a prescribed training program, particularly people with long work history and skills, it might be more advisable to determine what skills and potentials they have to build on, based on past experience, and adapt or custom-build the training to accommodate these individuals needs and attributes.)

Workshop IV on Monday and Workshop IX on Tuesday, both discussed counseling and supportive services and made the following recommendations:

First, all agencies, and especially government agencies, in preparing budgets should recognize that a serious older worker problem does exist and will not go away, and recognize further that this problem can be solved or greatly ameliorated only by continued financial support necessary for the hiring, training and supervision of counseling staff needed to provide direct services as well as to engage in continuous research in counseling techniques and methods and in the design and redesign of training courses for older workers and for those who work with them.

Second, that significant differences in method and approach to the counseling of older workers need to be identified, particularly in contrast to work with youth and other groups, and these need to be systematically studied and translated into specific training courses for counselors assigned to serve older workers.

Third, that counselors should be trained to know and use supportive community services in related fields of health, education and welfare at the community level.

Fourth, that counseling should be recognized as a recurring need at any time in the work life cycle when individual occupational or labor market changes may occur, and not as a one-shot or crash service to deal with crises.

Fifth, that occupational and labor market research should be conducted on shortage occupations to determine how they can be broken down into technician and aide components which would be suitable for trained older workers.

Sixth, that pilot projects should be conducted in several communities to explore the best methods of organizing and conducting manpower planning through representative Manpower Councils and sub-councils dealing specifically with the problems of the older worker.

I'd like to comment briefly on that, because four of the ten workshops grappled with the fact that we do not in fact have either on a national or a community level a meaningful structure which truly brings the community and a representative cross-section of the power structure of the community to focus on manpower planning and manpower concern.

Certainly if you are going to launch the kind of program that is needed in behalf of the older worker, you need this kind of community organization, planning and support, with special adjuncts of it concerned particularly with the problem of the older worker.

Seventh, that special individual and group methods and techniques that have been effective in some areas should be promoted for use in all areas. Specifically, we need to encourage more group counseling, more self-help job guidance clinics, more employer clinics, more job development lay and voluntary advisory councils working specifically and directly with older people, and so forth.

Eighth, that counselor training features of the National Defense Education and Vocational Acts should be extended to provide funds for training counselors of adults on the same scale as is now possible for school counselors working with children and youth.

Workshop V on New Fields of Employment and Vocational Training identified many new possibilities for employment and training of older workers. Among those specifically mentioned for further exploration and definition on a national basis were occupations in the school lunch program employing a quarter of a million people each year, half of them 45 and older; homemakers and nursing home aides, agro-business occupations, senior home repairers, keepers of public property legally impounded by civic authority, home health aides, nursing home aides, and wide variety of full and part-time job possibilities identified by the staff of NCOA in connection with its Office of Economic Opportunity contract.

The workshop also grappled with the role of ongoing agencies versus the role of OEO and concluded, as did several others, that public agency competition is wholesome and that OEO and its community action counterpart were needed to explore new frontiers and to act as a catalyst in stimulating community action and concern for the poor.

Specifically the workshop recommended that NCOA continue to press OEO for action in behalf of training and employment opportunities for the older worker, particularly the older unreached poor; that NCOA be financed to provide periodic estimates and evaluations of the needs of older workers and the effectiveness of public and voluntary services in meeting these needs; and that vigorous efforts be made to involve older workers in any community effort to plan, organize and conduct employment and training programs for them.

A final and cogent point in this workshop was that it is important to organize and institutionalize relationships with older poor people through such devices as co-ops and other kinds of self-help structures which will have to be instituted if significant progress is to be made in changing the social and economic condition of the disadvantaged and the unreached among the middle-aged and older poor.

Workshop VI discussed Basic Education for Adults. Its general position was that to qualify for training or employment many potential wage earners need basic education. So do many mothers whose school-children need their understanding and support in their studies. And to reach these people and to develop programs of basic education geared to their needs, education needs the cooperation of other public and private agencies on all levels of government and community organization.

Specifically, it recommended a Federal agency to coordinate the various programs for adult basic education being conducted under a variety of laws.

Second, the Federal government should establish a unit to promote and assist in financing basic education within industry, as a foundation for upgrading employee skills.

Third, federally financed and staffed curriculum laboratories and resource centers should be established in large cities and in regional centers accessible to rural areas in order to develop basic programs geared to the specialized needs of the locality or region and to the needs of different kinds of people, urban and rural.

Fourth, a local mechanism is needed to coordinate the fact-finding of local groups concerned with basic education. Identification and evaluation of local manpower shortages and surpluses should precede such action. Priorities should be established accordingly.

Fifth, ways are needed to motivate employed workers to train while they are employed, in order to maintain their employment and prepare themselves for advancement. Universities could help in instituting and promoting such programs.

Sixth, Title II(b) of the Economic Opportunity Act now provides for adult education up through 8th grade. It should be amended to include secondary education.

Seventh, State-wide and local workshops should be arranged to instruct concerned agencies in the provisions of Titles II(a) and II(b) and V of the Economic Opportunity Act, the Manpower Development and Training Act, the Higher Education Act, the Elementary and Secondary Education Act, and other Federal legislation bearing on education and to provide guidance in how these Acts can be utilized singly or in combination.

Eighth, testing and teaching materials for basic education should relate to adult interests and their needs in everyday living.

Ninth, special training should be mandatory for teachers of basic education courses for adults.

Workshop VII discussed Vocational Training for Adults -- Does It Pay? The consensus, based on practical and demonstrated experience, was that in both the long and short run it is cheaper for society to train the older worker than not to train him, because it is not just the older worker but his family who are assisted by productive employment.

Further, since all social insurance programs, like Social Security, Medicare, unemployment insurance and so forth, as well as voluntary pension and insurance plans, tend to be wage or employment-related, a person who doesn't work obviously does not accrue benefits under these programs.

So that ultimately if we are to reduce publicly-supported welfare costs, we must be concerned with full utilization of the middle-aged.

The group also concluded that much more could be done to adapt training to the needs of the individual, based on careful appraisal of his work and life experience, thereby cutting down on training time and training costs -- another recurrent theme in other workshops.

It was also felt that OJT and upgrading for the middle-aged and older worker still employed would be a sound preventive program, and further that OJT was undoubtedly a better method of training for many unemployed older workers than existing MDTA programs.

Workshop VIII, which directed itself to combatting Age Discrimination, also discussed training methods and referral practices and concluded, based on the South Bend and Baltimore experiences in E&D projects, that training should be more generally offered to older workers because it does improve their skills, their self-concept and their acceptability to employers.

The group also urged that the Employment Service change its practice of not referring older workers to training simply because in the opinion of the interviewer or counselor they are over-age for employment. In other words, the group felt that the concept of reasonable prospect for employment is being misdirected in its application to the individual older worker.

Based on the Baltimore experience the group cautioned against over-enthusiasm for certain kinds of low-paying, low-skilled jobs and cautioned particularly against the danger of pigeonholing older workers in such low-paying jobs in voluntary health and welfare agencies.

In other workshops I found some discussion going on as to where the responsibility lies for standardizing and upgrading the standards, the pay and the basic underpinning of qualifications necessary for the performance of many of these jobs. I suggest that a part of that responsibility rests with organized labor, but a more important part, it seems to me, or an equally important part, rests with the public and voluntary agencies who, themselves, frequently are involved in a kind of subtle complicity in the projection and continuation of poor labor standards.

It seems to me that it has been demonstrated with domestics, with hospital attendants, with a number of other similar types of jobs that good promotion, education, and interpretation on a community level can raise the standards of these jobs in terms of the input, the qualifications of the people doing them, and at the same time raise the standards of pay for them so that an employer is, in effect, willing to pay a decent wage for a certified worker who he knows is trained and can do the job.

It was agreed that anti-age discrimination legislation serves a useful purpose at any level only if the following conditions prevail in its passage and implementation:

First, the law must be implemented with staff and money.

Second, enforcement must be based on valid complaints, not emotional appeals.

Third, the enforcement agency should be empowered to initiate complaints in order to assist the timid or the frightened older worker.

Fourth, the law should be accompanied by a sound and extensive public information program in which all of the agencies, public and voluntary, that are concerned are participants.

Fifth, age discrimination in newspaper advertising should be specifically outlawed by the law.

Sixth, the threat of penalties and fines in the law is a better means of getting compliance than exhortation.

Seventh, government employers need to be brought quickly into compliance with the law and perhaps to serve as models, since employers in the private sector frequently say, "Well, why is the State Department in here recruiting people 21 to 35 and telling us that we can't do the same thing?"

Eighth, legislation is only one means of achieving the objective of eliminating or ameliorating age discrimination. It must be accompanied by good education, public information and programs of sound counseling, training and placement.

Now, this is a very telegraphed and hopefully not too telescoped summary of the output of the workshops, in terms of specific suggestions and recommendations. I apologize for rattling them off this way. I was concerned that you should have the best of them in toto.

It is a large package to digest or absorb. But I think it gives you some picture of the fact that we were not only involved in pervasive discussion of a very large and unresolved problem, but we were also involved in what I would call rather intensive discussion of methodology, techniques and approaches.

I don't think that simply recording these recommendations or suggestions for posterity does anything more than suggest how large and how complex our job is from the point of view of where we go from here.

I suggest that each of you has a responsibility. It can be, for some, a very simple responsibility, and, for others, rather more complex and time-consuming. But the least we can do, it seems to me, is to go back to our own agencies and look at what we are doing, what we could be doing for the employment and training of the older person, and what our community is doing or not doing. And, if nothing else, we can record our displeasure or pleasure with what we find to our State representatives, to public agencies, to Congressmen and Senators.

I am concerned -- and this is a point that came up in the conference but was really not resolved -- that the middle-aged and older person in our society, who is unemployed or dislocated or in transition between jobs, is perhaps the most voiceless person in our society.

The retired can be reached and organized -- not that we are doing a tremendously effective job -- and Congressmen and Senators are impressed with doing something about the problems of the 65-and-over, the retired, because we have been able to convince them that here is a hard-core of potential voting strength which can go for or against you because of where you stand on an issue. And when we talk about 19 million votes of people over 65, it's rather frightening to a Congressman.

We cannot isolate and promote and project the needs and problems of the voiceless middle-aged, unreached, unemployed, particularly the poor among the middle-aged and older workers.

Therefore, it seems to me that we have a special problem and a special responsibility for doing something, in our positions of responsibility in the community, to try to articulate this unmet need and get something done about it.

I am sure each of us, in his own way, can make a contribution to that, and I think if we go back into our own agencies and our own programs, examine our own consciences and get others to do likewise in their professional and voluntary relationships to this problem, we can make progress.

I am reminded in closing this report of something that some of you have heard me say before, but it is a favorite saying of mine or a quotation of mine which I feel deeply about and which I leave with you so that you may examine your own feelings about it.

Ralph Waldo Emerson was asked by the Concord group to read Macaulay's "Great Man Theory" of history and to give them his interpretations and impressions of the qualities of leadership.

He put it very succinctly. He said, "Macaulay is a wrong." "My conclusion is that leadership is a matter of energy, and energy is a matter of conviction, and it really doesn't matter whether the convictions are good or bad. The conviction is what is important and what is generative of energy."

I suggest that our level of commitment and concern for the middle-aged and older unemployed has not been as high as it should be, and I think your presence here indicates that you share this feeling.

I hope you will also share with us in the National Council and in our various channels of communication the opportunity and the challenge of extending that commitment to an ever-widening circle of influential people in our society.

Thank you very much.

(Hearty applause.)

MRS. MATHIASEN: The field of aging is widening and has attracted to its ranks many able and gifted people. It becomes increasingly difficult and even undesirable to pinpoint the leadership in most of the program areas. One important exception to this generalization is Chuck Odell.

I think most of you who know the history of the development of interest in the field of aging in the last 10 or 15 years would agree with me that there has been practically no significant program developed in either the public or private sector to encourage employment opportunities for older people in which Chuck has not been the initiator or the participator or both.

I think that his performance here as Chairman of the Conference and Workshops Coordinator, and this morning his achievement in not so much summarizing what has been said as in celebrating the ideas that have come forth in this conference, is only the latest in a great series of contributions he has made to older workers.

Seldom I think can it be so honestly pointed out how much how many owe to one man. The older people who need and desire work in this country are deeply indebted to Chuck Odell.

On behalf of the National Council on the Aging and the participants in this conference, Chuck, I would like to say thank you.

(Hearty applause.)

MR. ODELL: I would just like to respond to that semi-facetiously to say, after my exhortation about how little we have done and about how much we need to do, that I'm not sure whether it's a tribute or something of a spanking to suggest that whatever has been done I'm responsible for. (Laughter)

All I can say is that it isn't that we haven't tried. It's that we're dealing with a very complex problem in a period in American life when there are many competing demands on the time and interest and support of our political and voluntary structures.

I'm encouraged from this conference, and I'd like to pay tribute to Geneva and the staff of the National Council for reviving, and, I think, revitalizing interest in this very important and very vital field.

Thank you very much.

(Applause.)

MRS. MATHIASEN: Before we adjourn, since there are so many people who came in after I made the announcement at the beginning of the session, I think I should repeat the special invitation that has been sent to the participants in this conference by the members of the Senate Committee on Aging to attend the hearings that are being held this afternoon and tomorrow in relation to the war on poverty, the relationship of the potential of the war on poverty to older people.

The hearings will be held beginning at two o'clock this afternoon and I believe at ten o'clock tomorrow morning in Room 4200 of the Senate Building.

Having heard this report, I think I would like to add to my own testimony this afternoon the special recommendation in relation to the OEO programs and the older worker.

MR. WALTER DIETZ (President, Training Within Industry Foundation, Summit, New Jersey): May I rise to a special privilege? Would this conference give me a birthday present on my 86th birthday to write into the conference record this reminder:

In 445 B.C., Sophocles said, "One must learn by doing the thing, for, though you think you know it, you have no certainty until you try."

By 1945 A.D., by training over one million supervisors on-the-job in wartime industry, Training Within Industry proved that the old philosopher was right.

(Applause.)

MRS. MATHIASEN: Thank you very much. I am glad to say that we have a stenotypist recording the session and that your words have become a part of the record of this meeting.

If there are no other announcements, this session now stands adjourned.

(Whereupon, at 11:40 a.m., the second general session was adjourned.)

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Luncheon Session

Wednesday, January 19

The luncheon session was convened at 1:10 p.m., Wednesday, January 19, 1966, Mr. Edwin F. Shelley, President, E. F. Shelley and Company, Inc., Vice President and Chairman of the Committee on Employment and Retirement, the National Council on the Aging, presiding.

MR. SHELLEY: Ladies and gentlemen, I think we should start these proceedings so that those of you who have commitments later this afternoon can leave by two-ish.

I'd like to relay to you Geneva Mathiasen's regrets at having to leave earlier. She completed writing certain testimony at two o'clock this morning and had to go make sure it was all right before it was transmitted to the Senate.

To introduce the people at the dais here, starting at my right, Earl Klein is now the Director of the Office of Evaluation in the Labor Department's Office of Manpower Planning, Evaluation and Research, OMPER.

Next to him, Dr. Juanita Kreps. I asked her earlier this afternoon how she would like to be introduced, and I can't really repeat what she said to me. (Laughter)

Garth Mangum suggested perhaps I might simply introduce her as the most beautiful labor economist around.

Are you a labor economist? (Laughter)

Garth Mangum will be introduced in a bit.

Chuck Odell, of course, has done such a magnificient job of organizing, running, summarizing, interpreting and reporting on this conference that he hardly needs an introduction. I think he's due a great vote of thanks, and I would like to recognize that again here at lunch.

I think we all owe Chuck a tremendous debt for the work he has done.

(Applause.)

Geneva Mathiasen has left to influence the United States Senate. (Laughter)

Garson Meyer, who opened this conference two days ago, is, of course, the President of the National Council on the Aging. I might say that during his term of office the last three years he has been greatly responsible for an increasing range of activities of the National Council, which, in economic terms, has meant an increase in budget from something under $200,000 three years ago to a budget for the coming year, adopted last night at the board of directors' meeting, of something in excess of $1 million.

I think not only has the economic impact of the National Council increased, but to an even greater extent its influence on the American scene has increased dramatically in the last three years.

Garson Meyer is serving the last year of his three-year term. By the bylaws he is not allowed to succeed himself. And I would like to express to him our great gratitude for his tremendous leadership in the last three years.

(Applause.)

The speaker of the afternoon will be introduced by Dr. Juanita Kreps.

DR. JUANITA KREPS (Department of Economics, Duke University, and Vice Chairman, Committee on Employment and Retirement, the National Council on the Aging): Ladies and gentlemen, it is my pleasure to introduce to you a man -- and that's the end of that sentence. (Laughter)

There's an old bit of advice that you may recall that holds if you want a job done you ask a busy man to do it. The feminine version of this is rather different, and it is if you want a job done you ask an attractive man to do it.

By way of other qualifications, however, I should tell you that Dr. Mangum has in his educational background the very best kind of credentials. He holds both the Master's degree and the Ph.D. in Economics from Harvard.

He is presently executive secretary of the National Commission on Technology, Automation and Economic Progress. He was before this present job executive director of the President's Committee on Manpower. And prior to that he was research director for the Senate Subcommittee on Employment and Manpower.

Now, I skip over the kind of information that is normally furnished us on people who have done as much as he has, and in so doing I skip a great deal of his academic background and many of his publications.

I would simply mention two publications of particular interest to this group. One is The Manpower Revolution, Its Policy Consequences, which was published last year by Doubleday & Company. The second is the publication called The Nation's Manpower Revolution, which was published in 1964 and which is a mere trifle that runs to nine volumes. (Laughter)

In pulling together such a vast amount of information on the progress of manpower thinking in the country, Dr. Mangum has done the college professor, at least, a great service. There is, for the first time in the literature, some meaningful material on where the nation is going and problems of structural, aggregate demand, unemployment, problems of manpower retraining and the whole gamut.

I look forward to hearing him, and I know you will enjoy his address.

Dr. Mangum.

(Applause.)

DR. GARTH MANGUM (Executive Secretary, National Commission on Technology, Automation and Economic Progress, Washington, D.C.): I prefer the first part of that introduction. You can keep the commercial for Doubleday, and I'll take the other. (Laughter)

I was asked to discuss the report of the National Commission on Technology, Automation and Economic Progress which by law was required to be in the hands of the President and Congress on January 1.

However, we didn't make that deadline. We informally asked for an extension and were told that no one, not even the President, could give us an extension but that no one, even the President, could put us in jail for not reporting on that date. So we are still preparing our final report.

I am in the rather embarrassing position of not being able to talk to you about the report when all of you have read the whole report in the papers already. (Laughter)

But we will try to change it enough in subsequent drafts to make it worth your taking at least a look at it when it comes out next week or the week following. (Laughter)

Since I can't talk to you about the impact of technology on employment and unemployment with particular reference to the older worker, I will discuss where we appear to be in manpower policy and how we got there. Manpower policy in three ways: (1) the process of job creation -- making sure that there are enough jobs around for the people who are looking for them, (2) the process of manpower development -- providing people with skills that mesh in some way with the demands for labor, and (3) the mechanisms involved in matching men and jobs.

In each of these three classifications we have made some very important departures in the last few years. Though many of them are more important in their potential than in what they have done to change the shape of the world thus far. In fact, only job creation has had very much impact. One of the more interesting questions is why, with all of this legislation, is this the case.

It is useful to conceive of the entire labor force as a gigantic "shape-up," with workers lined up in order of their relative attractiveness to employers. Employers in search of labor simply go down that line looking for workers who fit their needs. They reach as far back in that line as they need to and then leave behind the least attractive workers, for whatever reason they may find them unattractive. The reasons may be very logical ones of education and skill. They may be very illogical, based on prejudice. But at the back of that line, and therefore unemployed, will always be those who are considered the least attractive.

We have taken rather effective measures in the last few months to force the employer to reach farther down that line in order to get the necessary labor to meet the demands for his own goods and services.

But at the back of that line there are people who are still looking for jobs. They tend to be the unskilled, the uneducated, the victims of discrimination, the inexperienced younger workers, and some of the older workers, particularly those who have already been displaced and find it difficult to get back in.

We have been able to do some very effective things for the people up at the front of that line. We haven't done very much yet for those at the back, even though we have a number of programs which are particularly aimed at them. Why this is so will be the focus of my remarks.

A good takeoff point might be the report of the Senate Committee on Employment and Manpower issued about two years ago now, entitled Toward Full Employment. I start from that report because it gives us a base to see what kind of progress has been made in the last two years.

At the time that report was written, there was current an argument about the origins of unemployment. There were those who were convinced that primarily the problem was an inadequacy of demand. If you created enough demand the employer would reach farther down that line we talked about and pick off those people who were out of work.

There were those who stressed the structural aspects of unemployment. They felt that people were unemployed primarily because they were located in the wrong geographical regions or because they were uneducated or because they were unskilled or because they were inexperienced and that if you were going to do anything about unemployment you must do something about those particular problems. In my analogy, that would mean dealing directly with those people left over at the back of the queue.

There were also people who found themselves in both camps. They were convinced that technological change, particularly in the guise of automation, was a major source of unemployment. Some argued that the American technology had become so efficient that we couldn't consume the goods and services that were being produced. Others believed that technological change had so twisted the demand for labor that education and skill requirements were increasing more rapidly than educational attainment.

The Subcommittee on Employment and Manpower rejected the automation and technological change argument and then straddled the other two by saying, "The first thing you have to do is have adequate demand so there are enough jobs around, but that won't solve the problems unless you also have labor market mechanisms to develop the skills and match the jobs and people."

It's interesting to look back at those recommendations after the passage of two years. The subcommittee said in early 1963 that in order to reach three per cent unemployment (the subcommittee's goal) by the beginning of 1968, it would be necessary to increase Federal budget expenditures by at least $5 billion a year and necessary for the gross national product to reach $780 billion by 1968.

Now see what has happened. At that time the gross national product was $585 billion. We have now reached $675 billion, and by the end of this year we will likely surpass $720 billion.

The Wall Street Journal called this recommendation "upside-down economics and economic know-nothingism," but a $780 billion gross national product by the beginning of 1968 no longer seems as outlandish as it once did. The report said the Federal government purchases of goods and services would have to go from $125 billion, where they stood at that point, to $150 billion by 1968. We know they havenow reached $135 billion.

The committee also recommended a flexible tax and monetary policy. It recommended that the President be given greater control over the monetary policy of the country. All we have had is recent demonstration of the wisdom of that particular proposal. (Laughter)

The subcommittee went on to recommend a number of things which I will go through very quickly here and just give you some idea of their standing, and then we can turn to their application.

They recommended certain depressed area improvements. Many of these are now reflected in the legislation that has set up the Appalachian Commission and the Economic Development Administration. They recommended special employment programs. To use my analogy of the shape-up or the queue, the subcommittee said, "We can't employ all the people who are going to need employment simply by increases in aggregate demand, alone. We must have the aggregate demand. But after that, we must still have a special program to provide public employment for people in disadvantaged neighborhoods, both rural and urban."

Progress has since been made on two levels. First, we have gone a substantial way down the road of creating jobs specifically to fit the limitations or capabilities of the people at the back of the line who are left over after aggregate demand has done its work. The Neighborhood Youth Corps, the Job Corps, Title V of the Economic Opportunity Act are such programs. Secondly, in the last few days the Office of Economic Opportunity and the Democratic Study Group in the Congress have both proposed a program of guaranteed employment opportunities, and the New York Times says that the National Commission on Automation is going to make a similar recommendation in a few days. (Laughter)

The Employment and Manpower subcommittee recommended improvements in the integration of manpower and employment policies, feeling that there was too much of a gap between those who were the policy-makers in the fiscal areas and those who were the manpower policy-makers. It appears to me there has been excellent progress over those two years. There were recommendations for better coordination of manpower policy among the Labor Department, the Office of Education, the Office of Economic Opportunity and other agencies involved. I think that we can truthfully say that there has been little progress in that regard.

The Youth Employment Act, at that time bogged down in the House Rules Committee, resulted in a triple-sized end run when it was repackaged as a part of the Poverty Program and became the Job Corps and the Neighborhood Youth Corps. There was also an interesting proposal of supplemental unemployment insurance for those older workers who found themselves out of jobs too close to the time of retirement to pay for them to be retrained and yet too young for OASI. This is one proposal which I think is still in limbo.

And then there were a number of proposals concerning education and manpower development, including 14 years of free public education, one of the first proposals having to do with special assistance to the poverty schools and expansion of OJT and a number of other things that I won't take time to enumerate here. There has been very substantial progress in the general education portions of those recommendations, not very much progress in some of the other areas.

And there were also proposals for relocation assistance and Employment Service improvement.

I would say in looking back over that experience and using the analogy of the labor market queue, we have done an excellent job in those two years for the people at the front of the queue, by putting pressure on the employer through aggregate demand to reach farther down that line of relative attractiveness. We have moved from unemployment which at that time was a little over 5.5 per cent down to unemployment which is roughly 4 per cent. In the process, all of those people who were bearing disproportionate burdens of unemployment have been more than proportionately aided by the increases in aggregate demand as a result, first, of the tax cut and then, subsequently, the increasing expenditures of our military involvements in Vietnam. But as each of these groups -- younger, older, inexperienced, minority groups,

unskilled, and so on -- have been helped, still at the back of the line have been left people of those same characteristics. Only the most attractive of each of these groups have been picked.

As a result of this experience, we now recognize the effectiveness of increases in demand in aiding people who are back at the back of the line. But we also are beginning to recognize that there is a limitation on how far back we can go.

As a result, the argument which once existed between the expansionists and the structuralists has pretty much dissolved. Those who were stressing the aggregate demand approach have reached their "interim" goal of four per cent where they always expected to shift to a primarily structural approach. Meanwhile, with jobs available, the structural programs have something on which to operate.

We have proven the ability of aggregate demand, but we have yet to prove the ability of our structural programs, to really help.

I might entitle a portion of this talk "The Role of Mythology in Public Policy-making." Had the Congress been told in 1961 and 1962 and 1963, "Nothing particularly new has happened in the world; the reason we have a lot of unemployment is we simply haven't done a good enough job of fiscal policy: we need only do the things we already know how to do about a circumstance that is perfectly ordinary, and we'll get rid of unemployment," not very much would have happened. Fortunately, we had a very convenient device. We had "automation," and we could go up to the Congress and say, "Horrible things are happening in our economy. People are being displaced wholesale, and the future looks like it's going to be much different from the past. We have reached one of those discontinuities in economic history where all of our past experience is going to be no guide to the future. We have got to have some completely new devices and new mechanisms." And Congress very obligingly adopted one proposal after another. But there was little impact. There were programs aimed at, for instance, providing people with new skills, when the basic problem was that there were not enough jobs around for the skills that existed. There were programs to provide for relocation of people out of surplus areas into shortage areas when there simply were no shortage areas.

Now we find ourselves with a very nice situation where we do have jobs for which we can train people. We do have areas to which we can move people. Now, the real test comes under the Manpower Development and Training Act. Roughly 14 million people experience unemployment in any particular year. We still have on the average around three million people unemployed. Over a period of three years under MDTA we have trained approximately 200,000 people. Under the 1963 and 1965 MDTA Amendments, we have relocated 1,200 workers. Neither program has made a great impact on the world, but they are potentially important as we confront problems of labor shortage.

We have exercised fiscal policy to the extent that there is very real fear of inflation. There is now a tendency for people to restrain themselves from further fiscal action and look to structural programs to continue the battle against unemployment and its consequent distresses, without exercising too much inflationary pressure. Hopefully we can deal directly

with the problems of those at the end of that queue, we can train them to make them relatively more attractive so that the employer will be willing to hire them rather than competing for those up at the front of the line. We can relocate them to bring them to the place where they will be attractive to the employers. Finally and ultimately the government can establish itself as the "employer of last resort," offering productive public sector jobs to whoever is left over. It sounds logical, and it also squares with European experience.

We have only to see whether it will work.

Vietnam has helped those at the front of the queue and the most attractive of the least attractive, but it is going to hurt from this point on. I refer you to the President's impressive words the other night. He said, referring to this "guns versus butter" dispute:

> "There are men who cry out that we must sacrifice. Well, let us rather ask them who will they sacrifice? Are they going to sacrifice the children who seek the learning, or the sick who need the medical care, or the families who dwell in squalor now brightened by the hope of home? Will they sacrifice opportunity for the distressed? The beauty of our land? The hope of our poor? Time may require sacrifices, and if it does we will make them. But we will not heed those who wring it from the hopes of the unfortunate here in the land of plenty. I believe we can continue the Great Society while we fight in Vietnam, but if there are some who do not believe this, then let them in the name of justice call for the contribution of those who live in the fulness of our blessing rather than try to strip it from the hand of those who are most in need."

But before saying that, he had already said, "Because of Vietnam we cannot do all that we should or all that we would like to do."

That is obvious. Even the United States of America has limitations upon its resources. If we are to do all that we ought to do in the area that you and I are so much concerned with as well as those things that we are involved in internationally, there is only one route.

We have a simple but very much misunderstood device -- the device of taxation. We tend to think of taxation as a way in which we raise money to pay for public needs. Any economist will tell you this is not the case. Taxation is a device by which we free resources for public use. If we leave in the hands of the consumer and the private businessman the choices as to how our resources are going to be allocated, they will be allocated to production of consumer goods or plant equipment. But if the public wants to make use of resources, then the public must in some way press out of the market the private consumer and the private businessman and release resources for public use. There are only two devices by which to do this. One is the device of inflation, where the public simply bids with the private sector for the needed resources. The other device is simply to arbitrarily remove from the hands of the private sector that command over the resources of the economy which their purchasing power gives them. If we want to continue down both of the roads of social welfare and military endeavor simultaneously we can do so, but by increased taxation or inflation.

What has all of this to do with implications for the older worker? The idea of direct public employment for those at the rear of this queue, which has been advocated first by the Employment and Manpower Subcommittee, subsequently by OEO and by the Democratic Study Committee, and which again may be recommended elsewhere, would be of particular help to the older worker. This is a group of people which suffers a relatively small portion of total unemployment but a relatively high portion of long-term unemployment. The customers of such a program would not be those who were the frictionally unemployed or just passing through a temporary stage of unemployment on to new opportunities but would be those who were the long-term unemployed. Thus older workers would gain more than proportionately from such a program.

All the programs in the area of income maintenance are going to aid the aged more than proportionately, because the aged are disporportionately represented among the poor.

Everything we are doing in education is not helping but hurting the older worker. Those who are aging in a country where educational attainment is rising very rapidly are inevitably always going to be disadvantaged, educationwise. And the more we do for the education of the young, the greater the relative disadvantage of those who lack the education. We have moved very dramatically in this area. In 1940, for instance, 32 per cent of the labor force had high school education. In 1964, 57 per cent of the labor force had at least a high school education. But in 1964, while 57 per cent of the labor force had at least a high school education, 67 per cent of those in the labor force under 34 years of age had high school educations and only 43 per cent of those over 45. The only way educationwise we can help the aging (which, of course, is all of us) is to build something into our educational system which does not cut off arbitrarily at 18 or 21 or any other particular age -- some kind of a flexible mechanism which allows people to return to education at any point that would be of advantage to them and to the labor market and to society and then return once again to the labor market when that seems to be the most appropriate way of doing things.

The National Commission on Technology, Automation and Economic Progress contracted for many interesting and important studies. One of them was a study prepared by Dr. Kreps and her colleague, Dr. Spengler, and in that particular document they suggest something very interesting by implication.

They tell us that at our present rates of productivity increase if, just for instance, we were to take all of the productivity increases in leisure or some other non-work activity such as education, 20 years from now we could all enjoy a 22-hour week, or a 27-week year, or we could all retire at age 38, but also, and more importantly, we could all enjoy an extra 17.5 years of school above the 12 years that is already the average, or we could retrain 45 per cent of our labor force annually.

As you talk about the problems of retraining the older worker, here is the appropriate point to focus on: How can we get more retraining of a permanent kind? And you have 17.5

years and 45 per cent of the labor force to play with.

(Applause.)

MR. SHELLEY: Thank you very much, Dr. Mangum.

This luncheon concludes our National Conference on Manpower Training and the Older Worker. Thank you very much for your fine participation.

Good afternoon.

(Applause.)

(Whereupon, at 1:55 p.m., the conference was adjourned.)

* * *

APPENDIX I

NOTES

NOTES

I
References, Paper of
Dr. Nathaniel J. Pallone
Panel-Workshop III

Jurkowski, Henry W., and Pallone, N. J. Educational and vocational characteristics of a group of hard-core unemployed workers. Special Report to Office of Manpower, Automation, and Training, USDL. South Bend, Indiana: South Bend Community School Corp., 1964.

Pallone, N. J. No longer superfluous: The educational rehabilitation of the hard-core unemployed. Final Report to Office of Manpower Automation, and Training, USDL. South Bend, Indiana: South Bend Community School Corp., 1964.

Research reported in this paper was financed by the Office of Manpower, Automation, and Training, U.S. Department of Labor.

II
References, Paper of
Dr. William F. Brazziel
Panel-Workshop VI

Brazziel, William F., "Basic Education in Manpower Retraining," Adult Leadership, April, 1965.

Brazziel, William F., Workers Decisions to Retrain, Office of Manpower, Automation and Training, U.S. Department of Labor, 1964.

Brazziel, William F., "New Materials for the Undereducated Adult," Adult Basic Education Newsletter, May-June, 1965.

Educationally Deficient Adults, U.S. Office of Education, 1965.

Retraining Teachers for Adult Basic Education: A Guide for Teacher Trainers, National Association of Public School Adult Educators, (in press)

The Norfolk Project One Year Later, Office of Manpower, Automation, and Training, U.S. Department of Labor, 1965.

III
Footnotes to Paper of
Graham McKechnie
Panel-Workshop VII

(1) W. Francke, Labor Market Experience of Unemployed Older Workers, Reprint #130, University of Illinois, Institute of Labor and Industrial Relations, 1960, p. 3.

(2) *Monthly Labor Review*, U.S. Department of Labor, Washington, D.C., September 1965, p. 1073. The rates for women were 31.0 per cent for those age 45 and over and 14.0 per cent for those age 20-24.

(3) *Case Studies of Displaced Workers: Experience of Workers After Layoff*, U.S. Department of Labor, Washington, D. C., Bulletin #1408, pp. 5-6.

(4) W. Francke, p. 9.

(5) *Manpower Research and Training under the Manpower Development and Training Act of 1962*. A Report of the Secretary of Labor, March 1965, pp. 5-11. Detailed characteristics were available on approximately 68,000 enrollees and this is the base for the percentages quoted in this paper; *Manpower Report of the President and A Report on Manpower Requirements, Resources, Utilization, and Training*, U.S. Department of Labor, March 1965, p. 128.

(6) *Manpower Research and Training - - - - -*, p. 195.

(7) *Manpower Research and Training - - - - - p*. 14.

(8) *Manpower Research and Training - - - - -*, p. 35. These figures will increase when the characteristics of all trainees are finally reported. There is a time lag in the reporting of the characteristics of those enrolled. Although the absolute figures will change, the proportions will remain almost unchanged.

(9) The experience of companies with OJT programs and trainees is reported more fully in: Edward C. Koziara, *Employer Views and Evaluation of Government Retraining Programs*, Unpublished Ph.D. dissertation, University of Wisconsin, 1965.

(10) *Manpower Research and Training - - - - -*, p. 201.

(11) *Manpower Research and Training - - - - -* p. 39.

(12) The previous labor force experience of a trainee has shown great significance in determining the post-training experience in two separate studies. See R. J. Solie, *Job Retraining Under the Area Redevelopment Act: The Campbell - Claiborne Counties (Tennessee) Case*, unpublished Ph.D. dissertation, University of Tennessee, 1965; and G. G. Somers and E.W. Stromsdorfer, "A Benefit-Cost Analysis of Manpower Retraining," *Proceedings* of the Industrial Relations Research Association, December 1964.

(13) M. E. Borus, "A Benefit-Cost Analysis of the Economic Effectiveness of Retraining the Unemployed," *Yale Economic Essays*, Fall 1964, pp. 391-392.

(14)
R. J. Solie, op. cit., pp. 87-124.

(15)
A more detailed discussion is presented in G. G. Somers, Retraining the Unemployed Older Worker, paper presented to the Seminar on Automation, Manpower and Retirement Policy, sponsored by the National Council on the Aging, 1965 (mimeo).

(16)
D. A. Page, Retraining Under the Manpower Development Act: A Cost-Benefit Analysis, Reprint #86, The Brooklings Institution, 1964.

(17)
G. G. Cain and E. W. Stromsdorfer, "An Economic Evaluation of the Government Retraining of the Unemployed in West Virginia" in Retraining the Unemployed: Case Studies, G. G. Somers ed., to be published shortly by the University of Wisconsin Press.

APPENDIX II

STAFF REPORT ON CONFERENCE FINDINGS
TO
OFFICE OF MANPOWER PLANNING, EVALUATION AND RESEARCH
AND TO
NCOA AD HOC ADVISORY COMMITTEE
FOR
OMPER-NCOA DEMONSTRATION PROJECT ON TRAINING AND PLACEMENT OF OLDER WORKERS

INTRODUCTORY NOTE

The Conference speakers, panelists and workshops were asked to focus on the problems of the 45-plus age group and to make specific recommendations in the areas of public policy, legislation, and public and private research, program and action.

The purpose, as it was put to the workshop chairmen by Mr. Odell, was to obtain "specific ideas which will move us off dead center and influence the direction in which the public commitment moves.."

The recommendations that follow combine the consensus of the individual workshops and the major proposals of the speakers and panelists, together with staff recommendations, based on points not precisely stated elsewhere, which were nevertheless implicit in the proceedings as the sense of the Conference. The source of each recommendation is indicated in parenthesis. Under each sub-heading, such as "Policy," "Legislation," etc., the proposals have been listed in order of recommended priority.

Many of the recommendations were couched in the form of "There is need for...." without assignment of responsibility for action. Wherever appropriate, staff has suggested that responsibility be assumed by a government agency. The recommendations have been organized in this fashion, and the wording of the recommendations has been changed accordingly.

Many of the workshop recommendations called on the National Council on the Aging for action on a variety of fronts. Others called for action in areas requiring initiative outside the government, without specifying responsibility.. Staff has arbitrarily assigned responsibility to NCOA in all such instances..

This was done as a kind of holding action, for the reason that there is no other national agency in existence even remotely concerned with the problems of the age group which Sheppard has called "too old to work, too young to retire."* And because there was strong sentiment, particularly in Workshop VIII where the matter was discussed at some length, that a proliferation of agencies is not to be desired.

It remains to say, therefore, that the National Council on the Aging does not have large endowments and can only undertake added responsibilities when adequate long-term financing is available. It is not at present equipped to assume responsibility for the majority of the assignments listed under the NCOA heading, nor will it be unless measures to obtain long-term financing and to implement "NCOA Policy Recommendation No. 1," a staff recommendation, are possible.

Consideration of this question is recommended to the NCOA ad hoc Advisory Committee on the NCOA-OMPER Older Worker Reemployment Project as a first order of business when it meets to chart action to implement the Conference findings.

THE NATIONAL COUNCIL ON THE AGING

Policy

I. Long-term Policy and Financing. Conference workshops called on the National Council on the Aging for action on a variety of fronts. Other non-government action needs were stated without suggesting where responsibility should rest. These responsibilities have been assigned to NCOA. HOWEVER, if NCOA is to accept leadership in focusing public attention on the employment problems of the "younger older worker" and obtaining corrective action and community action, it must gear itself to do so. Provision must be made for enlarged permanent inter-disciplinary staffing.. On the action front (as distinct from its continuous concern with the problem evidenced by studies and encouragement of research), NCOA activity in the past, except for the short-term project under which this Conference was organized, has been largely with the health, housing and other problems of the older retired worker. Its orientation has been that of social work, and its functions have been dissemination of information and stimulus of government action and action by already organized, knowledgable community groups in this area of interest. Effective leadership in the entirely different and entirely unorganized field of comprehensive services to the middle-aged in the labor market will require an adequate research staff to create an inter-disciplinary clearing house of information and to point directions for action. It will require staff experts of the highest order of technical qualification in the fields of labor market analysis, adult and vocational education and adult employment counseling and placement, as well as in the social welfare field from which supportive services must be drawn. The technical staff must be adequate in size not only to stimulate community action but to provide sustained technical assistance thereafter until community programs are fully established. Public information staff will also be required, knowledgable in the field and adequately budgeted to provide the technical staff with the public information and education tools it will require. (Staff Recommendation)

Action: Research

I. Adult Learning Methods. The NCOA should stimulate university requests for grants from the U. S. Office of Education under Section 4-C of the Vocational Education Act of 1963 for further research into adult learning methods and the most effective techniques for teaching adults -- an area in which research has been most limited.

Section 4-C provides for withholding of 10 per cent of any appropriations in order to make research and demonstration grants to institutions and agencies. David Bushnell, Director of the Division of Adult and Vocational Research, U. S. Office of Education, invited such proposals. He reported that the Social Service Research Council is currently seeking information about research in this field and, with this as a starting point, his office would like to support basic research.

The research proposals should be designed to evaluate and build on the findings of Belbin and other OECD researchers and on the findings of Experimental and Demonstration projects at Virginia State College, Norfolk Branch (see Brazziel), the Michigan Catholic Conference Job Training Center (see Shutes), the Denver Job Opportunity Center (see Galvin) and Duke University (see Eisdorfer); also, on the experience of the Williamsport (Pa.) Community College (see Carl); that of industrial training directors (see Riley, Kopas), that of organized labor, notably the Plumbers (see Piron); also the training-in-industry experience of the military and in particular that of Lieut. Gen. Kenneth E. Hobson, Commander, Air Force Logistics Command. (Staff Recommendation)

II. Teaching Skills. The NCOA should stimulate university researchers to seek U.S. Office of Education grants under Section 4-C of the Vocational Education Act of 1963 for experimental and pilot programs which seek to define the qualifications and basic knowledges and skills required by teachers of adults. (Staff Recommendation)

Mr. Bushnell invited such proposals and described the problem as immediate, in view of recent Federal legislation requiring rapid training of teachers and leaders for adult and continuing education.

III. Urban Living. The NCOA should stimulate university researchers to seek grants from the U.S. Office of Education under Section 4-C of the Vocational Education Act of 1963 to research the range of knowledge illiterates and semi-illiterates need to live in urban areas and to develop appropriate curricula. (Staff Recommendation)

Such proposals were invited by Mr. Bushnell who cited the need for a new curriculum "designed to give information about legal and financial resources, community health programs, public facilities for job training, ways of seeking employment and all other information the disadvantaged person urgently requires in order to live in an urban environment."

Action: Support of Legislation

I. Age Restrictions in Employment. The NCOA should support and stimulate support for legislation to ban age restrictions in employment (Workshop VIII) subject to these conditions:

a. The law must be implemented with staff and money, or the taxpayer will not get a fair shake out of the legislation.

b. The law must be capable of enforcement, with penalties for non-compliance. For this reason, as well as because of its basic presumptions (as to the existence of arbitrary discrimination) the law's operation should center on findings in each case that there is or is not full qualification for the employment and that age is not a factor that should be taken into account.

c. If the less aggressive older workers are to receive equal protection with the articulate, the enforcing body should have power to initiate investigations and complaints. This power can substitute, if necessary, for an organized community group dedicated to the cause of protecting older workers against discrimination in employment.

d. Newspaper advertising that specifies age limits in hiring should be controlled under the law. This not only has educational value, but encourages the qualified older worker to make applications for jobs he might otherwise by-pass. The advantages of not isolating older workers in limbo were described in the Baltimore report.

e. Legislation must be accompanied by publicity, education, full information to the public on rules and policy, hearings on employers' individual problems, and full support of the law by other government agencies in the employment field.

f. Implementation of the law in its application to private industry is obviously aided if government employment policy bars discrimination because of age. The enforcing agency's authority should extend to government as well as to private employment.

II. Research Expansion. The NCOA should mount a campaign'to get Congress to focus attention on the need for additional research and development in the field of adult education and the need to implement findings in new organizational patterns and new administrative arrangements that will permit proliferation of adult education at the local level." (Staff Recommendation)

This recommendation was implicit in Mr. Bushnell's exposition of the need and his statement that groups like NCOA "can be very effective in mounting such a campaign."

III. Modernization of Employment Service. Political action is needed to modernize the Employment Service and make it a fully effective instrument of the national manpower policy. (Workshops IV and X) (See Legislative Recommendation I under USDL - Employment Service)

> Dr. Aller: "The Employment Service has the ability to perform a wide variety of manpower functions geared to the present economy... We have not made the political decisions to provide the Employment Service with the necessary functions, resources and tools."

To this end, the NCOA should support and stimulate other lay and professional groups to support the proposal of Senator Clark (S. 3032), the Administration bill identical with the Holland Bill (H.R. 13362), designed to "maintain, strengthen and improve the operations of the Federal-State Employment system." (Staff Recommendation)

IV. OEO Expansion. The NCOA should support and stimulate support for additional funds and staffing for the Office of Economic Opportunity and a specific priority in OEO for efforts to create job opportunities for older workers, without cutting back on youth programs. (Ossofsky)

Vi. Counselor Training. The NCOA should seek extension of the counselor training features of the National Defense Education and the Vocational Education Acts to provide funds for the training of counselors of adults on the same scale now possible for school counselors working with children and youth. (Workshops IV and IX) Such adult counselor training should include practical training in economics and the dynamics of the labor market. (Ziegler)

VI. Employer Tax Credits. The NCOA should study and, if warranted, support and stimulate support for the proposal of Congressman Pucinski (H.R. 654) to amend the Internal Revenue Code to permit tax credits to employers for any increased cost of doing business resulting from the cost of employing older workers. "Increased costs" would include any expenditure which would not have been required or made if the age of each employee involved were the lowest age at which an employee could reasonably (and consistently with the sound operation of the trade or business) be hired to perform substantially the same duties and no factor other than age were taken into account.) Credits would apply to any expenditure made in the conduct of the trade or the business, whether attributable to an individual employee or the employees of the firm generally, including insurance premiums, contributions to pension funds, medical costs, Workmen's Compensation and any other costs, including the increased cost of training an older worker and maintaining an increased medical and nursing staff. The bill is before the House Committee on Ways and Means. (Staff Recommendation)

VII. Older Workers Bureau. The NCOA should support and stimulate support for the proposal of Rep. Clarence Long (H.R. 2062, now before the Committee on Education and Labor) to establish an Older Workers Bureau in the Department of Labor

(1) to provide leadership by formulating standards and policies to remove artificial job barriers and otherwise advance employment opportunities for older workers, (2) to conduct educational programs through conferences and through demonstration field visits to employers, (3) to investigate and report on ways in which tax policies, pension programs, wage systems, collective bargaining agreements and widespread misconceptions about the efficiency of workers over 40 may discourage their employment and (4) to cooperate with other responsible Federal agencies to assist in older worker reemployment after major shutdowns, evolve skill and proficiency tests and training programs for older workers and stimulate local voluntary non-profit employment and counseling assistance for them. (Staff Recommendation)

VIII. National Commission on Older Workers. The NCOA should support and stimulate support for the proposal of Rep. James G. O'Hara (H.R. 10635) to establish a National Commission on Older Workers, to study and recommend to the Congress the most effective means for (1) providing education and training to permit workers, throughout their working lives, to improve and upgrade their skills in conformity with changing skill requirements of their occupations; (2) enabling employed workers to increase their labor market flexibility and mobility by acquiring new skills, and (3) eliminating arbitrary age restrictions in hiring and developing policies to counteract "those restraints upon the employability and mobility of older workers which may stem from the rigidities in the terms and administration of private pension and welfare plans, overly strict adherence by employers to promotion-from-within policies, unrealistic employer evaluations of the capacity of older workers to absorb on-the-job training in the new skills, and other causes." The bill is before the House Committee on Education and Labor. (Staff Recommendation)

IX. Welfare Allowance Reducation. The NCOA should seek amendment of the Manpower Development and Training Act to increase the motivation of trainees by specifying that the first $85 of training allowance or earnings of trainees, and one-half of any excess, shall not be deducted from welfare allowances. (Workshop II)

> Such an exemption, for training allowances and earnings under Titles I and II of the Economic Opportunity Act, is provided for by Title VII of the Act.

X. Federal Planning Commission. The NCOA should press for and stimulate support for legislation to create a Federal Planning Commission, with State and local counterparts, to devise methods for community identification of services needed to correct existing problems and prevent their recurrence (education, employment services, case work, psychotherapy, health services, etc.) and to plan action accordingly. (Workshop IV)

XI. Institutionalization of Service Employment. The NCOA should support and stimulate support for legislation to provide federal subsidy to institutionalize and dignify employment in the many service fields where there are community needs to be satisfied, and to provide for acceptable standards of recruiting, training, etc. (Ossofsky)

Action: Miscellaneous

I. **Conference Views on MDTA.** The NCOA should make the Conference views on vocational training for older workers known promptly to Stanley Ruttenberg in the Department of Labor and to Dr. Howard Matthews, Director of Manpower Training, and Dr. Walter Arnold, Director of the Division of Vocational and Technical Education in the U.S. Office of Education, Department of Health, Education and Welfare. Because of the stringent labor market, the Departments are reexamining their approach to MDTA. (Dr. Dwight Crum)

II. **E. & D. Findings.** The NCOA should make its findings with respect to its Experimental and Demonstration project on older worker training and employment available in such form as can be readily applied or adapted to a revitalized Employment Service. (Dr. Aller)

III. **Inter-Agency Planning.** The NCOA should press for an inter-agency group in the Federal government to determine what it will cost over the next few years to make some meaningful impact on the long-term unemployment of older people and to plan action accordingly.

IV. **Employment Services.** The NCOA should put its full support behind the recommendation for Employment Service staffing and action to provide older worker services which were made by Mr. Odell in his testimony of Sept. 2, 1965 before the Select Labor Subcommittee of the House Committee on Labor and Education. (See Appendix III) (Staff Recommendation)

V. **Community Action.** The NCOA should stimulate State Commissions on the Aging and private organizations in the field of aging to broaden their present concern primarily with the 65-plus age group and to take aggressive action, now lacking, to assess the 45-plus unemployment problem in their communities, to obtain Employment Service focus on the problem, to involve their communities and community agencies in a concerted attack upon it and to support needed legislation by making their views known to Congress. (Workshops VIII and X) These groups should press, where necessary, for more aggressive local MDTA advisory committees to enlarge MDTA training opportunities for older workers. (Workshop I)

> Implicit in this recommendation, with respect to State Aging agencies, is the need to enlist the concern and cooperation of Governors and State legislative leaders to support adequate staffing of State Commissions or Councils and, where necessary, to broaden their charters.

VI. Training Opportunities. The NCOA should communicate to State Departments of Education and State Employment Services a demand that broader and more worthwhile training opportunities be opened to older workers. (Workshop II)

VII. OEO Programming. The NCOA should be more aggressive in pressing the Office of Economic Opportunity to strike a better age balance in its programs which are now focused largely on youth, to provide for early identification of the older disadvantaged and their needs and to act to provide training and employment opportunities for them. (Workshops I and V)

VIII. OEO-Employment Service Agreements. The NCOA should stimulate its member agencies and Community Councils of Social Agencies to press for local cooperative arrangements between local Community Action Programs and local State Employment Service officials to provide for Employment Service out-stationing of older worker counselors in CAP centers for outreach, counseling, assignment to training, job development and placement, the costs to be paid by the Office of Economic Opportunity, as provided in the OEO-Department of Labor agreement outlined in USES General Administration Letter No. 892, dated July 12, 1965 and addressed to all State Employment Services. Such arrangements should be interim, with the expectation that eventually Employment Service budgets can be expanded to provide such services on a continuous basis. (Workshop I)

IX. Work With Business and Industrial Management. The problem of opening up employment opportunities for older workers in branch offices of insurance companies, utilities and other decentralized establishments whose hiring policies are set by absentee management at headquarters offices was mentioned specifically by Congressman Long and Mr. Sprenger, both from Baltimore. The problem is not unique to Baltimore but is nation-wide.

The NCOA should seek a contract and funding to inform itself fully on all research in the field, including facts on the costs of higher turnover (of youth) vs. higher insurance and pension costs (of age); to inform itself fully on successful experience of business and industry where a policy of no age limits in hiring prevails; and to work with the highest policy making officials in the headquarters offices of such companies to bring about positive no-age-limit policies. (Workshop VIII coupled with Staff Recommendation)

> Recent surveys by the U.S. Department of Labor (see Holiber) show that the older worker's chances of being hired are better in firms with a positive non-discrimination policy which specifies that all applicants are to be interviewed, regardless of age.
>
> The Baltimore demonstration project (see Sprenger) showed that if the applicant is permitted to get to an interviewer, he has a chance to "sell" himself. The more "form and identity" the applicant assumes, the more difficult it is to maintain a closed mind with respect to employing the older worker.

X. Information Clearing House. The NCOA should seek funding to permit it, in cooperation with federal agencies, to operate a central information clearing house and to conduct regional institutes in order to communicate to State, community and agency leaders the specifics on the employment problems of the 45-plus and the findings of Experimental and Demonstration projects on older worker training and placement; also the findings of the continuing OEO-NCOA project to develop models for action which can be incorporated into Community Action Programs for the training and employment of older workers to provide needed community services, and the findings of the National Conference on Manpower Training and the Older Worker. (Workshop I)

XI. Action Models. The NCOA should take a more active role, in cooperation with federal agencies, in developing other kinds of action models at State and local levels: blueprint, for example, on how community agencies can work better with Employment Services and with other concerned groups. (Workshop I)

> (This recommendation anticipates the "How-to-do" materials being developed by NCOA under its OMPER contract.)

XII. On-the-Job Training. The NCOA should enter into a prime contract with the Department of Labor's Bureau of Apprenticeship and Training to develop widespread On-the-Job Training of 45-plus workers. (Mr. Bowman)

> Mr. Bowman urged "fullest consideration" of this recommendation. He said BAT has found the best prospects for older workers in community sponsored projects developed with full business support. For example, the Chattanooga Full Employment Committee, Inc., has placed 1,105 trainees of whom 203 are 45-plus, and is establishing training for an additional 500, of whom 100 are 45-plus. "There is no reason why a broad-based community program should not have a special segment to handle older workers."

XIII. Organized Labor. The NCOA should press unions which have some control over the hiring process to make more specific provisions in collective bargaining contracts to require greater use of the Employment Service, in order to expand employment opportunities for older workers. (Workshop X)

XIV. Appraisal of Services. The NCOA should seek funding in order to provide periodic estimates of the needs of older workers and evaluations of the effectiveness of public and voluntary services in meeting these needs. To this end, NCOA should press for adequate statistics to be maintained by adult and vocational education authorities in the States. (Workshop V)

XV. Training for Part-Time Employment. The NCOA should seek a contract and funding to effect an adaptation of manpower training on an experimental basis, to develop new roles for older workers no longer interested in full-time work and not interested in total non-work, in order to provide a meaningful existence. (Aller)

> This recommendation is included, although it appears to have primary relevance for the 65-plus age group with which the Conference was not specifically concerned. Dr. Aller cited the recommendation of the Office of Economic Opportunity task force on older workers that a vehicle be created which could provide income, some training, an opportunity to acquire new skills and capacity to move subsequently into expanding private-sector employment. He mentioned the proposal that a Senior Health Corps be created, patterned along the lines of the Neighborhood Youth Corps, to provide a fluctuating number of substitute job opportunities (50,000 to 100,000 a year) for older employable workers who could not otherwise be absorbed within the private sector or put through established manpower training programs.

U. S. DEPARTMENT OF LABOR

MANPOWER ADMINISTRATION

Action

I. Flying Squads. The Department of Labor should have available teams of experts to move immediately into areas of sudden mass layoff to institute remedial action, with particular attention to the problems of older workers. A model plan should be designed based on the experiences of Studebaker, Armour, etc., which could be adapted to meet local conditions. (Workshop II)

II. Technical Assistance. Technical assistance teams of qualified public and voluntary personnel should be organized, trained and available to provide consultation and continuing assistance to community leaders in setting up and operating effective older worker training and placement programs. (Workshop I) The teams should be fully versed in the findings, to date, of Experimental and Demonstration projects -- not only those limiting their clientele to older workers, but those with wider age spreads which have included substantial numbers of older workers. Findings with respect to outreach, staffing, need for counseling and supportive services, successful job development techniques, etc., should be available to minimize unnecessary trial and error. (Staff Recommendation)

OFFICE OF MANPOWER PLANNING, EVALUATION AND RESEARCH

Policy

I. Project Duration. The Office of Manpower Planning, Evaluation and Research should extend the terms of Experimental and Demonstration projects, particularly those for older workers. Terms of two to five years are suggested, to permit realistic tooling up, an adequate action period and long-range evaluation of results. A longer term is essential for agriculturally-oriented projects, because of the timing of planting and harvest. (Workshops I and II)

II. Personnel Policy. Provisions for acquisition of Experimental and Demonstration project personnel should be liberalized to permit the hiring of qualified part-time people, in order to overcome the problem of interesting high-calibre professional leadership in full-time employment with short-term projects. (Workshop I)

Action

I. Project Expansion. More research, demonstrations and analysis are needed to design effective older worker programs. New projects should be developed in new geographical, occupational and industrial areas. (Workshop I)

II. Expedition. Expediters are needed to move proposals for Experimental and Demonstration projects to the contract and funding stage more rapidly. (Workshop I)

III. Application of Findings. The example of the military should be followed by providing for automatic and immediate application, in on-going programs, of all reliable research findings relating to the training and placement of older workers. (Sheppard)

Method

I. Outreach. Successful outreach methods can include the use of churches as communication centers (See Miller), mobile recruitment, urban and rural, with vans and buses, after advance publicity through previously organized community coordinators and councils (See Howard); recruitment through welfare agencies, through Community Action Program field workers, through random door-knocking and through already enrolled trainees. Demonstrated concern on the part of community leadership, evidenced through financial support and contributed time, is needed to search out disadvantaged adults and make them feel a wanted and needed part of the community. (Workshops II and VII)

II. Over-Recruitment. Over-publicizing and over-recruitment should be avoided, especially in rural areas where employment opportunities are fewer and serious disillusionment and total withdrawal can follow the arousal of unfulfilled hope. (Workshop II)

III. Role of Peers. There is an important role to be played by peers of the target group in recruiting and motivating older trainees. Projects should be cautioned, however, that peers should be drawn from similar backgrounds but should be sufficiently removed that they and the client group can relate to one another comfortably and non-competitively; and that they should have intellectual appreciation of the program's objectives and have high motivation -- a sense of concern and dedication, a "feeling for what they are doing." (Workshop II)

IV. Local Financing. To avoid the problems of delayed timing in getting approval or extension of government contracts, project directors should be encouraged not to depend wholly on government funds but should seek financial and other support from business firms, labor unions, foundations and similar organizations. The potential of industry-financed training (as through the Business Coordinating Council of Northern New Jersey) should be explored. (Workshop II)

BUREAU OF APPRENTICESHIP AND TRAINING

Action

I. **On-The-Job Training.** Much more emphasis should be placed on stimulating employer experimentation with on-the-job upgrading of employed adults and on-the-job training for unemployed adults, coupled with institutional training as necessary. Such training could be publicly subsidized, is less expensive than institutional training, is psychologically sound, may obviate much of the need for supportive services and simplifies the post-training placement problem.

An agressive program should be undertaken with industry (see Kopas) to restore the functioning of the job progression line which in the manual skills era assured a steady supply of trained labor at every skill level.

This can be accomplished in the "head-skills" era through a new four-part kind of On-the-Job Training (see Kopas). Such a program would permit employed older workers to upgrade their skills on the job, and pre-qualifying training could open entry jobs to the hard-core, with assurances of opportunity to climb the job ladder.

II. **Basics In Industry.** Industry should be sold on hiring full-time educators whose responsibility would be offering basic education to those interested employees. By opening up this new market to educators, colleges would be encouraged to involve students in the "new" field of adult education. (Rasof)

III. **Job Instructor Training.** Small employers are a very important source of employment and On-the-Job Training opportunities for older workers. However, they usually lack a training director or formal training department. Some professional help should be provided the small employer to enable him effectively and safely to train his new employees. It was suggested that the Job Instructor Training (JIT) technique developed by the Training Within Industry Branch of the War Manpower Commission during World War II -- "one of the best training programs that was ever developed" (Watkins) -- be utilized. This method of training lead men, group leaders and supervisors to be good instructors was said to be easily carried out by an employer after one demonstration.

IV. **Employee Motivation.** Ways are needed to motivate employed workers to train while they are employed, in order to maintain their employment and prepare themselves for advancement. Universities could help in instituting and stimulating interest in such programs. (Workshop VI)

UNITED STATES EMPLOYMENT SERVICE

Policy

I. **Goal-Setting.** As the emerging manpower agency, the Employment Service should decide what it can do for older workers and where they can best be used in the public and private sectors of the economy. (Workshop X)

> This recommendation carried overtones of a theme suggested in principal addresses at the Conference: the concept of the government as employer of last resort and the idea that there is a responsibility now to devise ways and means of providing meaningful training and employment experience for all who are able and willing to work.

II. **Financing.** The Employment Service should recognize that a serious older worker unemployment problem exists and will not go away and that it can be solved, or at least ameliorated, only by the continued and continuing financial support (in contrast to short-term special emphasis as in the past) necessary for the hiring, training and supervision of professional staff to engage in continuous research, to design and redesign training courses for older workers and to provide them with employment counseling and special placement services. (Coleman and Staff Recommendation)

> This recommendation and the one that follows, both suggested by Mrs. Coleman, did not obtain a consensus in the workshop on "Employment Services -- What More is Needed?" They are advanced here as staff recommendations because the evidence of Coleman, Stahler, Eisdorfer, Belbin, Kopas, Galvin, Shutes, Howard, Piron, Riley et al wholly supports the need for continuing research and the thesis that specialized approaches are required.

III. **Counselor Specialization.** The State Employment Services (and large private, non-profit, multi-service agencies) should be encouraged to hire, designate and train counselors whose specific and sole responsibility is the direct personal counseling and provision of special placement service for older workers. (Coleman and Staff Recommendation.) The pattern proposed in the Odell testimony (See Appendix III) before the Select Labor Subcommittee of the House Committee on Labor and Education should be followed. (Staff Recommendation)

IV. **People-Oriented Policy.** The War on Poverty demands that the State Employment Services become oriented toward the individual rather than exclusively toward the job and the employer. (Workshop III)

V. **State Training Policy.** There is need for reorientation of the thinking and policy of some State Employment Service officials who are reluctant to invest in older worker training, and a need for wider education as to the feasibility of such training. (Workshop II)

- MDTA training of workers in the 45-plus age group pays. It has long-run economic and social values that suggest that availability of such courses should be greatly expanded. (Workshop VIII)

- Based on the South Bend experience of Project ABLE, the only demonstration project from which any significant number of older workers was admitted to MDTA training, it was concluded (see Fahey) that training should be more generally offered to unemployed older workers because it improves their skills, their self-concept and their general acceptability to employers, irrespective of results in terms of immediate job finding in the occupation for which training was given.

- The values should be judged by weighing the costs of training vs. the costs of not training; not by weighing the costs of training older vs. the costs of training younger workers. (Workshop VII)

- The cost accounting should also evaluate the long-run social effect of older worker training and employment on the trainee's wife, his children and grandchildren. (Workshop VII)

- If publicly supported welfare costs are to be reduced, there must be concern with full utilization of the middle-aged. All social insurance programs (Social Security, Medicare, unemployment insurance, etc.) as well as voluntary pension and insurance plans, tend to be wage or employment-related, so a person who does not work does not accrue benefits under these programs and is more likely to become a public charge. (Workshop VII)

- "With $5,000 per trainee, we can succeed with 80 per cent of these people or more. We can get 80 per cent of them off welfare. And of course welfare would use up $5,000 in less than two years." (Galvin)

- "There is much evidence to show it pays, in various economic criteria, to train people even up to age 55 in industrial skills. It is sound public policy, leads to economic growth and more than offsets costs." (Belbin)

- "Any money spent in training will come back in income tax in a very short time." (Lisak)

- The South Bend follow-up study of Project ABLE shows that training is valuable per se. Whether the older worker obtains work in the occupation for which he was trained or not, his psychological attitudes are so improved that he is in a vastly improved position to obtain employment. (Fahey)

- Studies in Tennessee (Solie) and West Virginia (Somers) showed that older trainees benefited, in subsequent employment more than younger trainees. Older trainees' post-training experience was better than their pre-training experience. (McKechnie)

- Under contract with the City of New York, the Port of New York Authority has trained 1,600 (will be 6,000 by the end of the year) in basic occupational skills. The average age has been 36. About 15 per cent of the total have been over 45. Training courses are short-term -- two or three months. The annual cost is $1.8 million. The City has already closed out 350 welfare cases as a result, at an annual saving of $1.5 million. "Within two or three months we can give a man the skills to go out and get a well-paying job, for example, truck drivers at $2.50 or $3.50 an hour. Some are bringing home close to $200 a week." (Riley)

- "The more the older worker can earn, the more he can contribute to the development of the children still under his roof, and the less he will contribute to the poverty of his children who have struck out on their own, through the requirement of financial assistance from them. Learning and earning grandparents, older uncles and aunts are very necessary as self-sufficient role models for younger children in the extended family so often found in low-income groups." (Brazziel)

- "Basics, significantly and for reasons not yet thoroughly understood, seemed to contribute to mobility and levels of aspiration. More graduates from curriculums including basic education deliberately sought higher paying jobs, some to the extent of leaving the field they were trained for and entering and learning new jobs while working at them. All attributed much of their courage to reach up and their ability to keep their feet in this mobility to the perspective, academic background and confidence gained in the basic program." (Brazziel)

VI. Outreach. The State Employment Services should be financed nationwide for outreach to those unemployed, of whatever age, who are not registered as job-seekers and are in need of manpower services. Such action -- proved by Experimental and Demonstration projects to be essential to any attack on hard-core unemployment -- should be taken by the Employment Service itself or through a working agreement with Community Action Programs or other community agencies. (Workshop X)

VII. Lifetime Counseling. The need for counseling should be recognized as recurring at any time in the work-life cycle as individual occupational or labor market changes may occur. (Workshop IX)

VIII. Systems Approach. A "systems approach" to the training and placement of unemployed older workers is essential: recognition that the problem is a complex of many elements, each inter-acting with the other, embracing social, personal, economic, educational, occupational, motivational, family and community factors and that resolution of the problem requires attention to them all. The findings and recommendations of Ulrich, Belbin, Galvin, Miller, Howard, Aramony, Woolston and Shutes should be studied as a basis for designing an effective older worker training and placement program. (Staff Recommendation)

IX. Professional Consultants. The State Employment Services should be financed to utilize consultants on a part-time basis, as necessary, to provide psychological, psychiatric and other professional services for older workers. (Stahler)

X. Employment Standards. In determining labor demand and arranging training courses, the Employment Service should insist that institutions offering employment to trainees pay more for their increased productivity, resulting from training, than they pay for inexperienced workers hired for training on the job. (Houstoun)

XI. Individual Approach. Older workers cannot be regarded as a homogenous group who can be pigeon-holed into pre-defined kinds of jobs, especially low-paying jobs in voluntary health and welfare agencies. Older workers should be approached and counseled as individual participants in the labor market. (Workshop VIII)

> Experience in the Baltimore demonstration project showed that service jobs in public and non-profit making institutions, so often advocated for "older workers," were not in fact a solution for many of the individual workers. The pay was inadequate, the working conditions unsuitable as to hours or shifts, and the physical demands of the jobs were sometimes inappropriate. Broadside attempts at job development in private industry also failed, because the appropriate applicants were not always forthcoming. A preliminary detailed, specific analysis of the individuals job strengths, so that the placement effort could be equally specific, was the most successful method.

Although the Employment Service has a much larger field of applicants from which to select than has any temporary local demonstration project, detailed and concentrated counselling of older workers would seem to be called for in the Employment Service also. Advance presumptions as to categories of occupations suitable for any age group do not lead to good service either to job seekers or to employers.

Legislation

I. **Employment Service Modernization.** Legislation is needed, with provision for a national planning component, to modernize the Employment Service across the board. (Workshop IV).

The Employment Service should be financed and staffed to assure a total service to the community -- not just in behalf of the disadvantaged, but in behalf of a representative cross-section of workers available and seeking work. Such a total service should assure the older worker his fair share of all services available through the system and the same reasonable chance at a job as any other worker. Counseling, training and job development for older workers should be strengthened to close the gap in the percentage of those unemployed and those trained, counseled and placed. (see Odell, Appendix III) Political commitment on the part of the Congress and administrative commitment on the part of the State Employment Services are essentials to these ends. (Workshop X)

> "The problem is to strengthen the entire Employment Service. An effective Employment Service is one of the major keys to an effective manpower program." Across the nation, the Employment Service must "utilize techniques known to be effective: the reach-out, the development of inventories of experience, resumes, for non-professionals; encouragement of job-seekers to exploit the aptitudes and skills in which they are most proficient, help them in exploring the relationship of these aptitudes and skills to other demand occupations, testing of aptitudes, encouragement of skill improvement, help in preparation for interviews, referral to training and retraining, and individual job development and selling of the values of the individual older worker." (Jirikowic)

II. **Contracting-Out Authority.** In the absence in the Employment Service of realistic aptitude testing devices, geared to low-educational level clients, the Employment Service should be given legal authority to contract out for work sample testing (tryout on a wide variety of jobs) which has proved to be a practical and effective method of assessing trainability. (Workshop X)

III. Required Listings. If and when the Employment Service has automated equipment in general use (as in Project LINCS), government agencies and government contractors should be required to list their job openings with the Employment Service, in order to give older workers and others who are unemployed wider exposure to job opportunities. (Workshop X)

Experiment and Demonstration

I. Community Manpower Structure. There was widely expressed need -- four different workshops grappled with the problem, -- for some kind of rational manpower structure at the community level -- a mobilization of the community and a representative cross-section of the power structure to participate in research, fact-finding and planning of special efforts to place the hard-core unemployed and to provide improved services, including services for older workers.

The most specific recommendation came from Mr. Stahler. It is combined, in the following, with other Workshop recommendations and with staff recommendation that funds to implement the Experimentation be sought through the Higher Education Act of 1965, and that initiative be taken by the Employment Service. This Act authorizes Federal grants to strengthen community services and to carry on continuing educational programs to assist in the solution of community problems.

Proposals for such projects were invited by Mr. Bushnell.

The recommendation:

> The Employment Service should stimulate university requests for grants, under the Higher Education Act of 1965, to conduct a half-dozen pilot programs for the establishment of Community Manpower Councils. The Council would concern itself with manpower trends, employment opportunities, manpower resources, training needs -- the entire supply and demand picture in the area -- at all occupational and skill levels. The purpose would be to define local manpower problems, analyze causes, appraise the social and economic costs of imbalance in supply and demand, and exercise leadership, recommending needed action and following through. The Council would seek to identify blocks to communication and to create needed communications channels, identified by Workshop I, as follows: channels for continuous fact-finding, analysis and planning between layman and layman, between layman and professional, between different systems -- voluntary and public -- and between levels of government; channels through which local needs can be communicated to appropriate federal agencies and channels through which local communities can be fully informed about the wide

variety of federal legislation and programs bearing on the problems of training, employment and community action and the step-by-step procedures for applying and qualifying for assistance from the various federal funding agencies. Membership would include employers, labor leaders, Employment Service people, Vocational Rehabilitation people, educators, representatives of religious bodies, representatives of social agencies, research people, university people -- whatever representation is needed to help with various facets of the local problem. Lay leadership would be sought out and developed. The Council would be headed by an outstanding citizen capable of commanding support in the community -- a leading and civic-minded employer, a university professor of economics, for example. The organization plan would provide for an executive or steering committee, with a series of specialized sub-committees. The Council would have paid staff (financed by the Employment Service as the government agency most directly concerned with manpower problems) and would utilize the services of consultants and experts on a continuing basis. Information would be kept current and fed to all concerned agencies, including education and training facilities, and the Council would be responsible for stimulating changes in the operations of the Employment Service and other agencies in response to local need. Present specialized local committees concerned with employment of older workers, the physically handicapped, youth, minority groups, etc. would be represented in subject committees of the Council, and job development activities would be coordinated and organized, with employers, organized labor and specialized agencies and organizations participating, to the end that job-seekers would be considered on the basis of their qualifications, without regard to age, disability, race, national orgin, inexperience, etc. (Stahler and Staff Recommendations)

Research

I. Dimensions of Problem. More adequate information should be gathered on the real dimensions of the employment problem of the 45-plus and successful efforts to deal with it, as foundation for the employer education program recommended under "Public Education," this section. (Workshop I)

II. Counseling Techniques. Research should be undertaken or supported by the Employment Service to identify the significant differences in method and approach to the counseling of older workers, in contrast to work with youth and other groups (see Coleman, Stahler). These need to be systematically studied and translated into specific training courses for counselors assigned to serve older workers. (Workshop IX)

III. Test Development. The Employment Service should undertake or support research leading to the development of non-verbal and "culture fair" tests. Future test development research should be so directed that test norms developed are validated and cross-validated on populations to whom the tests are to be applied. (Workshop III)

IV. Job Dilution. The Employment Service should initiate a national pilot project for occupational and labor market research to examine all skilled and professional occupations in which true shortages, due to lack of skills, exist or can be foreseen, to determine how they can be broken down into technician and aide components which would be suitable for trained older workers. Professional organizations, unions and universities should be involved in the study, as appropriate, to provide assurances against lowering of standards. The project should evolve clear job definitions, standards and recommendations for compensation levels. (Workshop IX)

V. Psychological Analysis. The Employment Service should engage in a pilot project to (1) provide in-service training for interviewers and counselors to recognize certain psychological factors found by the W. E. Upjohn Institute (in a study in the Erie (Pa.) State Employment Service office) to be related to job-finding success and (2) to place additional informed emphasis on service to those found to be deficient in these characteristics.

> (Specifically, the Erie study (See Sheppard) found (1) that a much higher percentage of workers with high "achievement motivation" and low "job-interview anxiety" obtained their own jobs; that a much higher percentage of those with opposite characteristics obtained their jobs through the Employment Service; and (2) that the "age self-concept" was more significant than chronological age: that older workers who consider themselves young have better job-finding success than young workers who consider themselves old.

It was recommended that the pilot project examine (1) whether applicants with low achievement motivation and high anxiety can be identified and given more intensive service and (2) whether techniques developed by David McClelland, Harvard University psychologist, to build achievement motivation in entrepreneurs have validity with respect to unemployed wage earners. (Workshop X)

VI. MDTA Enrollment. The Employment Service should undertake a study to find out why more older workers are not enrolled in MDTA training -- whether they do not know about the program, are not interested or are being screened out. (Long)

VII. **YOC Study.** A study should be undertaken to learn what of relevance has been learned from youth training and opportunity center programs: how these findings may apply and in what respects other specialized techniques are needed in order to provide similar older worker services. In discussing this recommendation, workshop participants cautioned against wholesale, short-cut transfer of effective youth techniques to older worker programs and emphasized that the problems of the two groups are quite dissimilar: "We need much more in the way of fact-finding, analysis and experimentation." (Randall) (Workshop I)

Action

I. **Program Control.** The USES should take whatever action is necessary to assure that funds budgeted and granted to State Employment Services for older worker programs are used for that purpose and are not diverted to other activity. (Staff Recommendation)

II. **Public Education.** The Employment Service should undertake -- and the present time is strategic because of the tightening labor market -- a strong and widespread educational campaign with employers, similar to the "Employ the Physically Handicapped" campaigns, to obtain acceptance of trained and retrained older workers and to obtain top management commitment to a positive "no age limit" policy: "This company hires workers of all ages. Applicants of all ages should be interviewed." (Workshops I and VIII)

> (A 1965 Department of Labor survey of 540 firms that hired 89,000 workers in 1964 found that only nine per cent of hirees were 45-plus, compared with 27 per cent of the unemployed and 30 per cent of Employment Service registrants.
>
> Out of total hires, one out of five employers had hired no 45-plus. Half had hired less than five per cent. One out of five had hired at least 15 per cent. Establishments with affirmative "no age limit" policies hired the greatest number, but only one firm in six had such a policy.) (Holiber)

Campaign materials should be specialized for large firms and for small employers. (Workshop I)

III. **Counselor Training.** Specialized in-service training should be provided for all older worker counselors, and the CAUSE program for out-service university training for youth counselors and counselor aides should be broadened to include specialized training to prepare counselors to work with the specialized problems of unemployed adults and older workers. The training should include instruction in economics and in the make-up and dynamics of the labor market (see Ziegler), in addition to training in the psychological aspects of counseling. (Staff Recommendation)

> (Despite more than quadrupled appropriations for out-service training of Employment Service counselors, this training has been confined to youth counselors and has actually resulted in a drawing-off of experienced older worker counselors and a depletion of their ranks.)

Counselors should be trained to know and use supportive community services in related fields of health, education and welfare. (Workshop IX)

> "The Employment Service will be effective in assisting the older worker to meet his employment needs only to the extent that it does so in concert with all other agencies and institutions concerned with the older worker and his economic needs." (Levine)
>
> "If the Employment Service looks to its task independently of what the rest of the community does, it is failing to utilize fully the resources which it should be using. Community Action groups have the coordinating responsibility, but the Employment Service must work cooperatively with all community agencies to see that the hard-core receive the services they require." (Lovell)

IV. Selection for Training. Workshop III concerned itself with selection techniques and, in particular, with aptitude tests. The validity of the General Aptitude Test Battery for use with older workers of limited education was questioned, since it is validated for use with "main stream" American workers who have had at least sixth to eighth grade education. The chairman, Dr. Morris Vitelis, distinguished Professor of Psychology and Dean of the Graduate School of Education at the University of Pennsylvania raised serious questions about the use, with older workers, of tests that have not been specifically validated and cross-validated on older worker populations. (See Research Recommendation III). The following are recommendations:

> The practice of not referring older workers to training because in the opinion of the interviewer they are over-age for employment must change. It is believed the Employment Service may be misinterpreting the law in applying to the individual older worker (rather than to the labor market) the specification that there must be reasonable prospect of employment.... Reliance on the GATB with undereducated, older adults, without other assessment, (through depth interview, work history evaluation or sample work tryout) has resulted in screening out from MDTA older trainees who could be made employable. Experimental and Demonstration project experience has proved that the hard-core unemployed, frequently regarded as unable to profit from vocational training, can be

trained and placed. The use of current tests in selecting older workers for occupational training should not be discontinued, but weaknesses of the tests should be recognized by those who construct and use them. Instead of slotting people, especially those with long work history and skills, into established training programs, the Employment Service should use work history items more widely in assessing skills and potentials of older workers, and training should be adapted, thereby, to individual needs. As a substitute for, or in addition to, standard paper-and-pencil tests, consideration should be given to assessing abilities by observing performance and interpreting test scores. (See Legislative Recommendation II) (Workshop III)

The experience of Project EDREHAB (See Pallone), the Detroit Skills Center (See Galvin), the Williamsport Community College (See Carl) and other private, non-profit facilities which have enrolled, trained and placed older workers with unacceptable GATB scores should be explored and this experience utilized to bring about change in Employment Service selection methods wherever necessary. (Staff Recommendation)

V. Expansion of Training Opportunities. The MDTA program must be expanded to meet something like the real needs of the people, including older workers specifically (Workshops II and IV). This need was expressed as a "demand" by Workshop II, that State Employment and Education officials,"stop dragging their feet."

Present programs should be reviewed in an attempt to broaden the range of opportunities for older workers beyond the narrow prospects presently apparent. Emerging fields of service by older people to older people and by older people to younger people should be actively developed. (Workshop IV)

Consideration should be given to expanding the job family approach to training. For example, there should be training for clerical skills, starting with filing and advancing to more complicated duties, determination as to how far an individual trainee can go to be made through a combination of observing performance and interpreting test scores. (Workshop III)

VI. On-the-Job Training. Much greater emphasis should be placed on On-the-Job Training (under MDTA) for older workers. (Workshop VIII) (See Action Recommendation I under USDL - Bureau of Apprenticeship and Training)

VII. Follow-Up. Post-training follow-up should begin with the first day of placement. (Workshop IV)

VIII. Application of Research. At their termination, the successful features of current Experimental and Demonstration programs for older workers should be incorporated as integral parts of local Employment Service and Community Action programs. (Workshop I)

The Employment Services should draw on the experience of the NCOA-sponsored E & D project of the Baltimore Area Health and Welfare Council, Inc., which demonstrated that individual job development, based on the counselor's knowledge-in-depth of the individual job-seeker and his assets and liabilities in the labor market is the key to successful placement of older workers. (Staff Recommendation)

> This project succeeded in placing older workers with employers who had advertised age restrictions, because it was able to offer thoroughly screened and qualified people. Detailed information is the key to helping the applicant organize his work experience and is the basic dynamic in helping the employer to evaluate his (negative) attitudes........ The employer can be sold when he is persuaded that what he really wants is someone to do the job. (Sprenger)

IX. Group Guidance in Job-Finding. The USES should further stimulate the State Employment Services to institute as part of their standard operations, group guidance for older workers in labor market facts and job-getting techniques. (See Frank, Shutes, Long, Ziegler) (Workshops IV and IX)

> Individual and group counseling are basic to the success of pre-training basic education and vocational training. Program planners of training and re-training programs should recognize the differences between subsistence-level applicants (who tend to need and profit from individual counseling) and applicants with a heretofore stable employment history (who tend to profit from group counseling in which they can discuss problems with their peers). (Workshop IV)

Special training should be provided for group leaders, specially selected for appropriate personality characteristics and group leadership capacity (see Schon). The guidance should include assistance in the preparation of resumes, group sharing of experience and self-analysis, instruction in the basic facts of the job market, where opportunities lie, how to fill out an application, how to present onesself in an interview, elements of grooming and behavior, employer motivation, elements of test-taking, role-playing, etc. It should assume a lack of understanding on the part of the group of the mechanics and the economics of the labor market (see Ziegler). Action should begin early. Individuals who do not expect call-back should be drawn from the unemployment compensation lines before they experience long-term unemployment. (See Ziegler) (Workshop IX)

New Jersey State Employment Service has demonstrated that average unemployment can be cut from 11 weeks to a little over four weeks by giving newly unemployed workers labor market and economic facts: "You can make people self-sufficient in the American labor market if you give them the facts."

X. Employer Panels. The USES should stimulate State Employment Services to institute as part of their standard operations the use of panels of personnel and hiring officials as consultants to older worker counselors. (Workshop IX)

This device has been particularly useful (See Watkins) to older workers who have become discouraged and uncertain because of repeated rejection. The employer panel helps the older worker to evaluate himself objectively in the labor market and to face and deal with reasons other than age that may be inhibiting his job-search.

XI. Job Development. Employers should be urged to list more job orders with the Employment Service. (Workshop X) More attention should be given to the untapped areas of the public sector for the development of job opportunities for the older worker: not just existing government employment, but new service jobs under OEO and other auspices. Specific possibilities mentioned for further exploration and definition on a national basis were occupations in the school lunch program employing a quarter of a million people a year, half of them 45 and over (see Ash); homemakers (see King), agri-business occupations (see Ash); Senior Home Repairers, keepers of public property legally impounded by civic authority and home health aides (see Fait) and a wide variety of full-time and part-time job possibilities identified by the staff of NCOA in connection with its Office of Economic Opportunity contract (see Ossofsky). (Workshop IV)

XII. Technology. The pilot Employment Service LINCS project in California for automated matching of men and jobs -- based on detailed pertinent information -- should be extended more widely, in order to make efficient use of Employment Service personnel. (Workshop X)

XIII. Training for Under-Employed. The Employment Service should initiate cooperative arrangements with labor and management for early identification of workers becoming occupationally obsolete (as evidenced by unemployment during busy seasons, for example) and provide for up-dating training for the under-employed before they become hard-core unemployed. The Utah experience with MDTA programs for carpenters, structural iron workers and sheet metal workers should be studied in this connection. (Staff Recommendation)

XIV. Timing. Time gaps between initial counseling and assignment to a training program should be eliminated or shortened as much as possible. (Workshop IV)

XV. Supportive Services. In conjunction with skill training, individual needs should be assessed and counseling and supportive services supplied as needed. (Workshop VIII). The motivation of older workers to stay in training will often hinge on the availability of such services, to help them cope with the problems of everyday living. (Workshop II). Ancillary services available to the trainee should include those mentioned under Policy Recommendation VIII. In providing ancillary services, related appointments should be made on the same day to avoid the time lag which often results in loss of the client from the program. (See Woolston) (Workshop IV)

XVI. Indigenous Role. Vigorous efforts should be made to involve older workers in any community effort to plan, organize and conduct employment and training programs for them. (Workshop V)

XVII. Trainee Initiative. The trainee should be allowed to play a significant role in his own job placement. (Workshop IV)

XVIII. Volunteers and Sub-Professionals. The Employment Service should experiment with trained volunteers, including indigenous personnel, and with sub-professional community aides, counselor trainees and interns.

XIX. Part-Time Labor Pool. Inasmuch as many adults are unable to work a full week, and many jobs are half- or part-time, some attempt should be made to utilize this "work force." For example, perhaps training can be followed by placement into a labor pool, operated by the local Department of Labor office, from which adults may operate "full time" on a contingency basis not unlike those who work full-time through casual labor office placement. (Rasof)

XX. Private Agencies. The Employment Service should take the initiative in building closer cooperation with private non-profit employment agencies. (Workshop X)

XXI. Sheltered Workshops. Sheltered workshops or other quasi-competitive employment opportunities should be made available for those older workers who are unable to remain in or return to the competitive work force. (Workshop IV)

U. S. OFFICE OF EDUCATION

GENERAL

Policy

I. Financing of Counseling and Research. The U. S. Office of Education, in preparing budgets, should recognize that a serious older worker problem does exist and will not go away, and recognize further that this problem can be solved or greatly ameliorated only by continued financial support necessary for the hiring, training and supervision of counseling staff needed to provide direct services; for continuous research in older worker counseling techniques and methods, and for continuous research in the design and redesign of training courses for older workers and for those who work with them. (Staff Recommendation)

> **(This recommendation of Mrs. Marguerite Coleman with respect to budgeting policy of all government agencies was made in the workshop on "Employment Services -- What More is Needed?" It did not obtain a consensus in that workshop. It is advanced here (and in the section on Employment Service) as a staff recommendation, on the ground that it is wholly supported by the evidence of Coleman, Stahler, Belbin, Kopas, Galvin, Shutes, Eisdorfer, Piron, Riley et al that special techniques are required for effective older worker training, counseling and placement.)**

II. Values of Training. It should be recognized that it pays to train workers in the 45 to 65 year age group. The value should be judged by weighing the costs of training vs. the costs of not training, not by weighing the costs of training older vs. the costs of training younger workers. (Workshop VIII) (See Action recommendation III under USDL - Employment Service)

Legislation

I. Counselor Training. Counselor training features of the National Defense Education Act and the Vocational Education Act should be extended, to provide training for counselors of adults on the same scale as is now possible for school counselors working with children and youth. (Workshops IV and IX) The training should be not only in the psychological aspects of counseling, but in economics and in the make-up and dynamics of the labor market. (Workshop IX)

II. Secondary Education. Section II(b) of the Economic Opportunity Act (or other appropriate legislation) should be amended to permit expansion of high school

equivalency opportunities, since high school completion is a pre-requisite for most employment. (Workshops IV and VI)

> A tremendous public demand for such opportunities -- "a stampede," "they break down the doors" -- was reported. "Relatively few" are now eligible for high school equivalency programs under Section II(a) of the Act because the EOA has limiting eligibility factors.)

Research

I. Teaching Techniques. Special training techniques geared to adult learning methods and related to adult life are required for greatest effectiveness. Much more research is needed to identify the techniques most effective in teaching adults and to adapt the Belbin and European methods to the American scene. The potential for university research in this area under Title I of the Higher Education Act of 1965 should be explored. (Workshop VII)

> It was felt there would be greater willingness of Employment Service personnel to refer 45+ workers to manpower training courses if greater assurance were provided that they can be trained effectively, as the European experience has demonstrated.
>
> Dr. Eisdorfer expressed the need for greater research. Dr. Belbin said: "Research on older trainees is in its infancy. Everything that is known has been learned in the last five years. Older worker pedagogy is a subject in which there are wonderful opportunities to make an active contribution to solving some of the problems of our society -- a positive approach rather than compensation for the loss of earnings."

II. Curriculum Laboratories. In the research to be undertaken in the curriculum laboratories being established under the Elementary and Secondary Education Act of 1965, study should be undertaken of the educational needs of urban and rural older workers and the design of basic and vocational education programs geared to adult learning methods and geared to the specialized needs of the locality or region and to the needs of different kinds of people, urban and rural. Laboratories and resource centers should be established in large cities and in regional centers accessible to rural areas. (Staff Recommendation, expanded from Recommendation of Workshop VI which dealt only with basic education)

> The curriculum laboratories are designed to identify and assess educational needs at local levels, begin new programs to meet them, field-test them and disseminate results. It is

hoped this approach will significantly reduce the lead time between identifying better educational methods and actual practice in the educational systems. David Bushnell, Director of the Division of Adult and Vocational Research, U. S. Office of Education, who discussed this program said, "None of the laboratories has older worker education as a primary responsibility, but conceivably this group will receive increasing attention -- and should." Those centers involved in study of school organization and education administration will be addressing themselves in part to the problem of adult education and training and retraining of mature workers. Those looking into the question of individual and cultural differences in education and how they affect the learning process will also find themselves involved."

Action

I. Regional Libraries. Because of the emphasis in the United States on community projects, often unrelated and uncoordinated, there is need for regional libraries to make available curriculum material and information on adult training methods and procedures of proved effectiveness which have been applied in various circumstances, and to give access to the best possible methods for solving teaching problems which arise. No central systematic way exists at present for teachers to find out what materials are being developed. (Belbin) (Workshop VI)

BASIC EDUCATION

Policy

I. Cooperative Effort. To qualify for training or employment, many older potential wage-earners need basic education. So do many mothers whose school children need their understanding and support in their studies. To reach these people and to develop programs of basic education geared to their needs, Education needs and should seek the cooperation of other public and private agencies on all levels of government and community organization. (Workshop VI)

II. Teacher Training. Special pre-service and in-service training should be mandatory for teachers of basic education for adults. (Workshop VI)

> Greenleigh Associates' studies show the need for sound orientation plus continued in-service training. They emphasize that teaching adults who come with considerable knowledge, understanding and lifetime experience, and usually with specialized personal goals, is not like teaching children. Teachers must be able to accept and deal with

adults as adults and must understand why people are functionally illiterate. The ability of teachers to empathize appears to be a crucial factor. (See McCalley)

III. **Systems Approach.** A "systems approach" to adult basic education is essential. Physical examinations may be necessary, eyeglasses, hearing aids, other health services; also provision for child care, car pools or other transportation arrangements; psychological services, legal assistance, housing assistance, emergency loans, debt adjustment aid, volunteers for home visiting, tutoring and orientation of the family to the program. (See Ulrich, McCalley, Shutes, Galvin) (Workshop II)

IV. **Employment Counseling.** For most older enrollees who are motivated by a desire for employment, counselors are needed who, in addition to helping with personal problems, understand the labor market, can relate educational and vocational goals, can help the administrator plan goal-related courses and can help the trainees in proper course selection.

Research

I. **Test Development.** Adequate measures of achievement are needed for adults in basic education. The objective tests which are in use have been standardized for children. Good objective tests which do not create fear and frustration in adult students are not available. There is a crying need for tests which have been standardized for the Spanish-speaking. (McCalley)

II. **Teaching Time.** Experiments should be designed to determine the optimal time required to train an adult to job-entry level. (Rasof)

Action

I. **Teaching Materials.** There is a critical lack of adult-oriented and occupationally-oriented teaching materials related to adult interests and their needs. (See McCalley, Ulrich, Brazziel, Rasof.) Action is needed to stimulate the production of basic education reading materials for vocational trainees which use real problems encountered in the shop as the point of departure: job orders, bills of lading, blueprint specifications, repair manuals, union contracts, plant regulations. For housewives basic education materials should be based on home and family problems: budgeting, shopping, interest rates, welfare assistance grants, child care, etc. For students aiming at high school equivalency, the approach should be broader. (Workshop VI)

II. **Coordination of Programs.** Federal machinery should be established for coordination of the work of agencies administering the several Federal programs under adult basic education programs can be funded: MDTA and Titles II(a), II(b) and V of the Economic Opportunity Act. (Workshop VI)

III. Basics Within Industry. The Federal government should establish a unit to promote the development within industry of basic education programs as foundation for the upgrading of employees' skills. (Workshop VI)

IV. Local Coordination. A local mechanism is needed to coordinate the fact-finding of local groups concerned with basic education. Identification and evaluation of local manpower shortages and surpluses should precede action. Priorities should be established accordingly. (Workshop VI)

V. Workshops. Statewide and local workshops should be arranged to instruct concerned agencies in the provisions of Titles II(a), and II(b) and V of the Economic Opportunity Act, the Manpower Development and Training Act, the Higher Education Act, the Elementary and Secondary Education Act and other Federal legislation bearing on education and to provide guidance in how these Acts can be utilized, singly or in combination. (Workshop VI)

Method

I. Teacher Recruitment. Careful recruitment and selection of teachers are essentials. The North Carolina plan of recruitment and training of holders of baccalaureate degrees who are not licensed teachers should be evaluated. The utilization of day-time teachers of children as night-time teachers of adults should be discouraged because they come to night-time classes fatigued. The ability of teachers to empathize appears to be crucial. (McCalley, Neff)

II. Screening. Adults for whom an educational competency seems unlikely, in the given maximum of twenty-six weeks of basic education, should be screened as to past records of employment in the hopes of upgrading them to meet the current market. In addition, a concentrated program of physical rehabilitation should be prusued so as to offer the prospective employer a sounder health risk. It is very likely that the 45-year-old-and-up adult will be a major portion of this group. (Rasof)

VOCATIONAL EDUCATION

Policy

I. Special Techniques. Special training techniques geared to adult learning methods and related to adult life are required for greatest effectiveness. (Workshop VII)

II. Lifetime Training. Vocational education research and planning should focus on the problem of providing lifetime access to training at whatever point is necessary in order to update and further upgrade skills. (Rasof)

> Dr. Rasof pointed out the need for provision for maintenance of skills by return to training.
>
> Garth Mangum: "Everything we are doing will hurt, not help, the older worker, unless we eliminate the arbitrary cut-off at 18 or 21 or whatever age, and build in a flexible mechanism which allows people to return to education at any point that would be of advantage to them, the labor market and society, and return again to the labor market when it is most appropriate."

III. Supportive Services. Skill training alone is not always enough. Individual needs should be assessed and counseling and supportive services supplied. (Workshop VII) (See Method - Recommendation I under Basic Education)

IV. Teacher Recruitment. The problem of recruitment of teachers for vocational education can be eased by teaching journeymen -- employed and retired -- to teach. The assistance of local trade and industrial education people should be sought. (Workshop II)

V. Land Grant Colleges. Land-grant colleges have done a good job in training older workers. More land-grant colleges should be utilized as manpower training centers for unemployed older workers. (Workshop II)

Action

I. OECD Demonstrations. The U. S. Office of Education should follow closely the demonstration projects being sponsored in five countries by the Organization for Economic Cooperation and Development and should take whatever steps are necessary to communicate the findings of these projects widely to vocational educators in the United States and to press for active implementation of the techniques found to be most effective. (Staff Recommendation)

> According to Dr. Belbin: "Within a year or two, we should have some interesting information -- not just propaganda. These projects are being conducted as scientific experiments in which various methods are being compared."

Method

I. Trainee Participation. Kopas found older worker training was much more successful when discussion techniques, with trainee participation, were used. The lecture and response-testing method almost shut off trainee cooperation.

II. Plumbers Techniques. The Plumbers Union (see Piron) found it obtained the most effective results with older workers when:

a. The courses were practical: "Separating theory and practice will not work. The older worker is impatient of information not directly related to his work."

b. The instructors were competent: "The older worker brings to the training tremendous knowledge and know-how. The instructor must have the same."

c. There is immediate application of what is learned: "Practice is the key to retention, and the immediate need to know is the best incentive to learning."

d. There are visual aids -- coupled with demonstration and practice.

e. There has been analysis of the physical demands of the job, and trainee selection has been based on physical capacities matched to the demands.

III. Duke University Studies. Dr. Eisdorfer concluded, as a result of his studies:

1. That it is preferable to have older workers perform at untimed, unpaced tasks rather than under heightened time pressure.

2. That tasks requiring greater cognitive skills should include greater opportunity to respond following the introduction of each element of the task.

3. That rapidly-timed tasks should require simpler, more stereotyped responses.

4. Anxiety on the training site should be minimized. The older person in a new situation is already burdened by a high level of stress, and situational factors would probably only increase his discomfort.

5. Re-training programs might well include the use of self-controlled learning devices on the order of the teaching machine, for greater efficiency.

This would also capitalize on the tendency of the aged individual to move to a stimulus-response style,"although we might expect some initial arousal upon his introduction to this type of equipment."

APPENDIX III

BACKGROUND PAPERS

TESTIMONY
of
CharlesE . Odell, Director
Older and Retired Workers Department
United Automobile Workers International Union (AFL-CIO)

before the
Select Labor Subcommittee
of the
House Labor and Education Committee
Washington, D. C.
September 2, 1965

Mr. Chairman and members of the Subcommittee. Thank you for this opportunity to present my views on the older worker problem in the United States......

As I see it, the Department of Labor is charged by law with the responsibility of promoting and protecting the welfare of America's working men and women. For the middle aged and older worker this responsibility has at least six basic components:

1. To promote and develop employment opportunities for those who are "too old to work" but too young to retire - (the middle aged older man or woman age 35 or 40 to 65).

2. To promote and secure training opportunities for middle aged men and women.

3. To assist those older men and women who have reached a normal retirement age but who are able to work and who need employment to find and hold suitable full or part-time jobs under fair labor standards and working conditions, (the older man or woman age 65 and over).

4. To develop and promote programs that will assist employed middle aged and older workers to prepare for retirement.

5. To encourage retirement policies and programs consistent with the manpower needs and requirements of the nation and to promote income maintenance programs that are consistent with such policies.

6. To cooperate with other public and voluntary agencies to ensure the development among community, state and national

organizations of programs that will facilitate training and employment opportunities for middle aged and older workers, as well as a community climate and a network of services that will enable older persons to retire with equanimity and live out their lives in dignity and self respect.

Traditionally the Department of Labor has concentrated most of its energies and efforts on components 1, 2, and 3. While these are the "bread and butter" functions and responsibilities of the Department and its field organization, including the Employment Security and Training Agencies, the pressure for earlier retirement, and the resurgence of the feeling that retirement is one important way to create jobs for younger workers, makes it necessary for the Department to take a broader role in implementing components 4, 5, and 6. Such a broader role is required first by the Department's formal designation under the Manpower Development and Training Act as the key manpower agency of the federal government and second by the fact that the employed middle-aged and older worker can best be reached through the mechanisms open to the Department in its day-to-day working relationships with employers and with trade unions.

Preparation for Retirement, component #4, is included on the premise that retirement planning can only be done effectively well in advance of retirement and through the day-to-day contacts with workers afforded by the employer and/or the union - that is, on the job, or as an extension of the work day. The resources of adult education may be of great value in conducting such programs, but the workers must be reached and motivated to participate before such resources can be used. Therefore the Department of Labor must assume leadership in this field in cooperation with labor and management if any substantial progress is to be made on a national basis.

Concern for adequate Retirement Income, component #5, is and always has been, a vital concern of the Department of Labor, ever since the days when Secretary Frances Perkins headed the President's Committee on Economic Security. Nevertheless, this responsibility has not been aggressively pursued in the post-World War II-Korean periods primarily because of the emergence of negotiated pension plans, and the prevailing view of the Fifties that the Department must remain "neutral" in such matters. However, with its new responsibilities in the manpower field, and the pressures for earlier retirement, as a partial solution to the problem of persistent unemployment, the Department has a clear and urgent responsibility to consider and promote more adequate income maintenance programs under both Social Security and private pension plans as an instrument of national manpower policy and in order to insure a modest but adequate standard of living for those who retire.

As retirement income policy now stands, the vast majority of those who retire are not only forced to accept a drastic reduction in income, they also face the prospect that their economic position will grow progressively worse as living costs rise, productivity increases and economic growth is accelerated.

In fact, it is probably most accurate to describe two-thirds of those living in retirement as a new "generation of poverty" brought on by a retirement income policy which does not respond sensitively to the rapid changes in our society.

The critical point to be made here also is that since all or most retirement income programs are wage-related and since they are to a greater or lesser degree financed from current taxes or "withdrawals" from wages, the wage earners of America are directly involved and need to be given a greater sense of participation in the development and financing of more adequate retirement income programs. This is a proper, primary and long-neglected function of the Department of Labor.

The implementation of responsibility in this area involves not only a general concern for improved levels of income in retirement to facilitate retirement but with measures designed to better protect the worker's equity in private pension plans such as earlier and more adequate vesting, reinsurance of pension funds, legislation to provide for constant purchasing power bonds, and other similar measures related to the moral and legal aspects of private pension programs.

Concern for Community Organization for Services to Older and Retired Persons, component #6, has always been a central matter of concern for the Department of Labor, but its concern in the past has been rather negative and protective of the Department's interests rather than positive and outmoving in protecting the interests of the worker. In its expanding role in the manpower field the Department must become aggressively concerned with what happens to middle aged and older men and women - not only when they become unemployed - but when they retire. Unless this concern is broadened the older person will become the victim of, rather than the beneficiary of, a manpower policy which says it's "good to retire earlier to make way for youth."

Earlier retirement without adequate income is tragedy enough, but earlier retirement without adequate health, education, recreation, welfare and social services, structured sensibly to make them truly accessible to the older person, is too awful to contemplate. Older people at age 60 or 62 cannot be expected to live for 15 to 20 additional years in semi-poverty or worse and in a jungle of public apathy bordering on hostility and hate. The Department of Labor must therefore become aggressively concerned in this general field if earlier retirement is to be seriously contemplated as an instrument for making more jobs available to younger people.

Components 1, 2 and 3, constitute the basic, traditional program of the Department about which much more will be said in suggesting specific steps that can be taken to implement a total program. The important point is that the Department of Labor has had basic responsibility and considerable public support for components 1 and 3 for almost twenty years and has really never been able to mount a nationally effective operating program to increase job development, counseling, placement and training services for middle aged and

older workers. This therefore remains the number one priority and the basic challenge confronting the Department in the months and years ahead.

But before it is possible to project a sound older worker program for the Department of Labor, it is necessary for the Department to decide relative to all its other responsibilities how important the older worker problem really is and how much energy, effort and staff it wishes to devote to it. From the standpoint of the unemployed middle aged or older man or woman, as an individual with family responsibilities, the problem is of very high priority and importance. In this individualized context it is also important to society, because our social security and unemployment compensation programs are wage-related - so the man who doesn't work, doesn't qualify for benefits and must depend upon public or private welfare payments to survive. But when this problem of the unemployed middle-aged or older person is stacked up against the problems of unemployment among teenagers, high school graduates and dropouts, and the problems of youth from minority groups, what relative priority shall be given to the so-called older worker?

In 1935, when confronted with massive unemployment, we seem to have decided, as a matter of national policy, to encourage older people to withdraw from work (to retire) and live on Social Security. Is this what the current pressure for earlier retirement is all about? The problem is raised in this way, because societal thinking seems to have been moving even further toward the idea that retirement at earlier ages is one basic solution to the problem of persistent unemployment.

It, therefore, seems to me that the Congress and the Executive Branch need to take a harder look at the question of employment vs. retirement for the older worker - not, as in the past, simply directed to the question: Should older people be encouraged to work full or part time beyond the normal retirement of 65? But to the broader question: Do we need the work and productivity of all those who are willing to work, and, if we do not, should retirement policy be adjusted both as to age and as to income prospect in order to encourage the older worker, who is not needed, to retire?

This questions must be faced squarely just as the question of the shorter work week and other similar suggestions designed to spread the work confronting the society must be faced. It cannot be left entirely to the "chance and happenstance" of collective bargaining or even to the vagaries of the legislative process. Someone must lead in this field and it is properly the responsibility of the Labor Department to assume this leadership since "work vs. retirement" is, itself, a manpower question and since retirement income is inevitably financed in significant part from the current earnings of workers.

I would, therefore, give very high priority in any Departmental Older Worker program to steps leading toward a clarification and ultimately a resolution of this basic question. Perhaps this work can be initiated through the mechanics of a Departmental Committee. Perhaps it can be projected, as a Departmental

Policy Position, into the President's Council on Aging, but ultimately it must be taken to a representative cross section of American society for clarification if not resolution.

Fortunately, there are representative organizations who are interested in this basic question, such as the National Council on the Aging....... The answers to this basic question will in my opinion, greatly influence the weight and emphasis given to other facets of the Department of Labor's program for older workers. However, there are certain basic components which will require relatively high priority in administrative policy, direction and financing if the Department is even to hold its own in this field:

Operating Responsibilities for Counseling, Training, Job Development and Placement of the Middle Aged and Older Worker - The Bureau of Employment Security and its affiliated State Employment Security agencies have, with a few major State exceptions, such as New York and California, failed to carry out these responsibilities to the older worker effectively. Even when proportionately very large increases in grants to States became available in 1961-62, neither the Bureau nor most State agencies made any significant effort to augment or improve quantitatively of qualitatively services to older workers projected in the 1957 program. This is borne out by the statistical record as well as the specific testimony of the State Older Worker Specialists when they were convened in Chicago in September 1963.

It is also noteworthy that little if any concentrated effort has been made to use the MDTA program as a new and shining tool to enhance the employability of middle-aged and older workers. The routine application of Employment Service methods of testing and selection simply eliminated virtually all workers past 45 from consideration for training - thus only ten per cent of all MDTA trainees in the first two years were 45 and over - a sad commentary in a program where those under 25 were actually virtually excluded from training programs by law and regulation.

Since Employment Security officials had long argued that the older worker was the victim of inadequate funding, and since they largely failed to use more adequate funding to extend services to older workers it is difficult to suggest practical solutions to the operating problem of the Department in extending direct services to the middle aged older unemployed. However, it is clear that the Bureau of Employment Security and its affiliated State agencies do respond to clear and specific instructions and guidelines from Washington. The Secretary of Labor and the Manpower Administrator should therefore set forth policy giving higher priority attention to the problems and needs of the middle aged and older worker on the part of Employment Security officials at all levels.

Such a policy statement should contain the following minimum requirements:

1) An adequate national and regional office staff to develop, implement, and evaluate an operating program for middle aged and older workers.

There should be at least five competent professional people within the BES national office assigned to this activity, and at least one older worker specialist in each BES regional office to spend full time training state and local office staff and evaluating state and local office performance in behalf of the middle aged and older worker.

2) A trained and competent older worker specialist in each State office. The specialist should be assigned full time in any State with five or more major labor market areas (75,000 or more population) and at least half time in smaller States. More than one specialist may be needed in State headquarters in the largest states.

3) A trained and competent full-time older worker specialist should be assigned in each local employment office serving a major labor market area (75,000 or more population). A part-time older worker specialist in smaller offices, or, where feasible, a full-time specialist serving several smaller offices on a regular itinerary.

The basic concept of the Older Worker Specialist and the operating manuals and training guides governing local office services to the older worker are as valid today as they were in 1957 when they were first introduced. Perhaps the only revisions needed to be made are to provide guides for the recruitment, selection and referral of older workers for training, since the MDTA was not available when the original program was introduced.

Note: Along with the Older Worker Specialist, local office placement, counseling and job development staff must be augmented. The Older Worker Specialist was not conceived to be just a counselor or just a placement interviewer or just a job development person. He was conceived to be a functional Specialist whose job it is to see to it that the older worker gets proper treatment and service. He is also supposed to help organize and educate the community, including management and labor, to train and employ the older worker. He may do counseling and job development and placement work but those are not his primary responsibilities.

4) The budgetary and administrative designation of Older Worker Specialist is obviously the beginning and not the end of the operating program. The State Specialists must be trained by federal personnel, the local office Specialist must be trained by the State Specialist and then a basic system of evaluation

and refresher training for all local office staff must be undertaken to ensure both quantity and quality of performance in all appropriate aspects of local office operation.

5) After a year or a year and a half of such intensive effort the Older Worker Specialists at each level can begin to take on somewhat broader responsibilities including such activities as:

- **a) Labor-management Institutes on the Older Worker**
- **b) Leadership in the Organization of Pre-Retirement Education**
- **c) Development of part-time and volunteer employment services for retired people and for the widows of retirees who need work to supplement income.**
- **d) Recruitment and placement of qualified volunteers among retirees in a national or State or local Service Corps.**
- **e) Development of Special Training Programs for Volunteers and/or for part-time or full-time workers with aging and aged.**

In the meantime, national office staff can be developing the content of the above listed types of programs.

Under the Civil Rights Law of 1964, the Department of Labor was asked to determine the need for legislation to outlaw age discrimination in employment. It is my firm conviction based on years of study and observation that such a law is needed nationally and that it will serve as an effective springboard to state and local action to increase job and training opportunities for middle-aged and older workers. I also believe that the Bill proposed by Representative Clarence Long of Maryland to establish a Bureau of Older Persons in the Department of Labor is an excellent and needed step to focus and coordinate Department-wide and nation-wide attention as the older worker problem.

Since the MDTA program is a comparatively new dimension to the Department's operating responsibility, the failure to develop an adequate representation of older unemployed among those in training is perhaps understandable. However, there is no room for complacency in this area of responsibility. Through an Older Worker Specialist and operating instructions and controls, vigorous efforts must be made to increase the numbers and proportions of middle aged and older workers in training. Much has already been learned from the Special Projects for training the 50 PLUS being developed in six communities under contract with the National Council on the Aging. But much more needs to be done to probe in depth some of the underlying problems involved in recruiting, motivating and qualifying middle aged and older workers for training.

Much of this latter kind of exploration lies in the field of Experimental and Demonstration projects in behalf of the older worker. Among specific areas requiring such intensive exploration are the following:

1) **Selection techniques including the adaptation of GATB norms to avoid screening out all, or practically all, the older workers.**

2) **Recruiting and motivating techniques designed to reassure the older worker and his family that it is socially and economically feasible for him to accept retraining.**

3) **Experimentation with basic education techniques as a preliminary to training.**

4) **Controlled study and evaluation of factors limiting and/or enhancing the mobility of the older worker with regard to both training and new employment in a new location upon completion of training.**

5) **Experimentation with training methods and concepts adapted to the special needs of older workers. The Australians and Britsh have much to tell us about this.**

6) **Experimentation with the organization of training opportunities for older "volunteers" who may become paid part-time or full-time workers.**

Much of what follows by way of a Departmental Program for the older worker is either new or developmental in character, or involves basic research or revision of existing materials and programs. Let us start with the latter:

1) **The so-called "modest but adequate budget for an elderly couple" needs to be revised in concept and kept up to date. The concept that it costs less to live if you own rather than rent may be valid, but the downward revision in these figures which occurred in the Spring of 1964 needs to be validated by fact. In addition the whole concept of "modest but adequate" budget needs to be re-examined as it relates to the whole question of adequate income in retirement. For example, is it consistent and good policy to have the DOL say that it takes $3,000 a year for an elderly couple to live "modestly but adequately" in cities X, Y and Z, when we know from HEW that two-thirds to three-fourths of all elderly couples have incomes below this level? Or, if we do believe that $3,000 is a sound standard what are we prepared to do to implement**

more adequate income maintenance programs to bring more retired people up to the "modest but adequate" level? Should the "modest but adequate" budget be used as a "standard" for eligibility under welfare-oriented programs such as Food Stamps, Surplus Foods, OAA, MAA, etc.? If so, how to extend it to more cities? To rural areas? How do we keep it up to date so that it responds more sensitively to changes in the cost of living and in the "level of expectation" for goods and services that develops with increased productivity?

2) An intensive study needs to be done of the extent, significance and true meaning of the increase in part-time employment among persons 65 and over. While it is probably safe to say that "retirees" work part-time to supplement their retirement incomes, little is known about the real meaning of this phenomenon. We need answers to such questions as: Do employers exploit the retired worker by arranging his pay and hours of work to fit the circumstances of the retirement test? What are the best types of part-time job opportunities? Should the DOL encourage the development of organized part-time training and employment services for retirees? Is legislation and/or regulation necessary to protect the "part-time" retired worker from exploitation? Should the retirement test under Social Security be further changed to encourage or facilitate part-time employment opportunities for beneficiaries? If not, why not? If so, how can this best be done in line with individual needs and manpower objectives? Is there any relationship between volunteer service and part-time employment? Can we "create" job opportunities for middle-aged and older people by training them as volunteers (to serve the elderly) and thereby open up to them opportunities for paid employment? These and many other questions need to be answered in the light of recent trends indicating that more people past 65 will be working part-time than are working full-time. The recent amendments to the retirement test should be carefully examined in the light of the above questions to determine whether we are not, in effect, encouraging the exploitation of the older part-time workers rather than improving their income status.

3) Although it would be difficult and costly, an authoritative study, needs to be made of current practices and policies with regard to the implementation of policies of flexible and/or phased retirement. Several "abortive", or at

least inadequately reported studies, have been done with foundation funds looking toward the establishment of criteria for the implementation of selective or phased retirement policies. If such policies are desirable, as an instrument of national manpower policy, they deserve more positive attention from government than they have yet received. At a very minimum, a review of these studies and of current practices should be made with a view toward an authoritative statement on the subject. But beyond this there is need to encourage both public and private research to develop a more definite approach to the subject.

So much for research and study areas on various aspects of the existing program of the Department. There are also several fields in which the Department should be taking leadership which are relatively new or unexplored. The most important of these from the point of view of current legislative developments has to do with age-discrimination legislation and/or regulations promulgated by Executive Order. The DOL did file its report under the Act on July 1 and did recommend national legislation to outlaw age discrimination under the fair employment features of the Act.

Retirement Preparation Education: Films, discussion guides and readings have been developed and pre-tested on a large sample of industrial production workers by the University of Michigan in cooperation with the UAW. With proper acknowledgement these materials are available and could be used as the point of departure in any nationally-sponsored program in retirement preparation education. The basic approach would be to make them available for use in any community-based or labor-management based program in which there is genuine interest in conducting a demonstration program. Older Worker Specialists could be trained to provide leadership and co-ordination for such programs at the local level. The Department of Labor itself and State Employment Security agencies could be encouraged to take the leadership in putting on demonstration programs for the Department of Labor and State Employment security personnel. Other federal and state agencies could also be encouraged to conduct such programs for their own employees. This could be made a basic inter-departmental project of the President's Council on Aging as it has been in the State of New York. Local government employees also would derive benefit from such programs.

The basic point is that if we are, as a nation, moving toward a policy of earlier retirement, then one important component of such a policy is earlier planning for retirement and the encouragement of individual interest and concern for his or her own retirement plans, while still employed. This is properly a responsibility of the Department of Labor. Eventually such a program should result in the development of a consultation service to labor and management in the development and implementation of a retirement planning service. Such a service is an essential component to a policy of earlier retirement. It has other service by-products, because it opens up the possibility of reaching workers on the job and in their unions, employers and the general public to do a basic job of education and interpretation toward the problems of aging, age discrimination, family budget planning, consumer buying habits, etc.

There are many more aspects to the older worker problem which could and should be explored. However, those already listed constitute a program far more ambitious than the DOL is likely to undertake. Several releases from Senator Jennings Randolph's Subcommittee on Employment of the Aging remind me of the fact that I have failed to mention a "general educational and promotional" campaign despite the alleged successes of this approach in the employment of the handicapped. There is obviously room for such effort in any program, but when promotion becomes the program I do not think the program can have much substance. In other words, I would rather have promotion derive from program accomplishment rather than have it turn out the other way around.

While I have made no particular effort to assign priorities in this presentation, I think that the order in which these items has been presented indicates to some degree the order of priority that I would assign. This does not mean that each item must be taken up and disposed of in order before the next should be considered. They are all important and the decision as to which to take up first and so on, will really depend on the Department's sense of commitment to the total program. Suffice it to say there is more than enough to be done. The problem is to find the staff and money to do it, once having decided that the whole program is worth doing at all.

This last is not meant to be a cynical comment. I realize the Department of Labor has other priorities, programs, and commitments. The question is, how much can be done for and about the older worker in view of everything else that needs to be done and in view of "trends" in national policy toward "employment vs. retirement."

Finally, if it becomes clear that earlier retirement is a desirable trend to promote even on a selective basis, then I think we must take a much more vigorous position on the adequacy of the retirement income that is now available under Social Security and private pension plans. Any general program which simply pushes older workers out on drastically reduced incomes such as are now available under OASDI and OAA simply creates a new class of impoverished people -- the aged poor, or more dramatically the "AUTOM-AGED POOR" - forced out of relatively good-paying jobs into a life of poverty brought on by drastically reduced incomes, declining capacity to maintain a home, inadequate community services, increasing isolation and a steady diminution of reserves in assets, physical strength and the psychological resources to resist the "insults" of old age.

EQUAL EMPLOYMENT OPPORTUNITIES FOR THE OLDER WORKER

A Background Paper
by
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New York State Commission for Human Rights

The opportunity to continue to work at his full potential and in accordance with his individual merit is of particular importance to the middle-aged and older worker. It is important not only for self-support and independence, but also for healthful living and self-respect during these middle years. It has the further significance that the maintenance of income during the middle years obviously relates directly and most immediately to the economic base which will determine how the aging will, upon partial or total retirement, be able to spend the "added years" of their lives.

An important step toward achieving the goal of such employment opportunities for the older worker was provided in 1958, upon the recommendation of the Joint Legislative Committee on Problems of the Aging, by the enactment of amendments to the Law Against Discrimination. These amendments prohibited discriminatory employment practices based, arbitrarily, on chronological age. In approving strengthening amendments to this law in 1961, Governor Rockefeller noted that employers and employment agencies have become aware through the educational and enforcement efforts of the State Commission for Human Rights "that merit and fitness for the job, instead of chronological age, are the only legally accepted standards for the hiring, promotion and compensation of workers," and the Governor called for intensification and broadening of the Commission's programs, emphasizing that "We cannot afford the waste of valuable human resources."

In carrying out the State's programs under the strengthened statute, Chairman George H. Fowler of the State Commission for Human Rights has repeatedly called attention to the fact that the Commission's experience and research have shown that "one of the central problems is to get industry to re-examine the various policies and assumptions with which it has been operating in regard to the employment of older workers;" and that "too often older people have more trouble finding jobs than younger ones only because of an automatic negative reaction to a particular chronological age range." On the positive side, however, Chairman Fowler has been able to report that the Commission is also convinced that "there has been very real and very substantial progress in overcoming this reflex; further, that the Commission has demonstrated the constructive role of the law to set a standard and provide one of the working tools for progress in this field."

The particular functions and programs by which the Commission has achieved these results may be summarized as follows:

REGULATION

The Commission is charged with the power and duty to enforce a group of specific statutory provisions which form part of the New York Law Against Discrimination. Under these provisions, the Commission is authorized and directed to receive, investigate and pass upon complaints by persons up to age 65 which allege discrimination in employment because of age. Under the procedure provided by the statute, any person claiming to be aggrieved may file such a complaint within 90 days of its occurrence. The Commission has regional offices throughout the State (Albany, Bronx, Buffalo, Brooklyn, Long Island, Queens, Rochester, Syracuse, Staten Island, Upper Manhattan, White Plains) and its staff is available to answer inquiries and to provide assistance to persons who believe they may have the basis for such a complaint.

The main points detailed by the law are that an employer may not refuse to hire and may not discharge a person solely because of age. Also prohibited are discrimination in promotion, compensation or conditions of employment. The law covers not only employers but employment agencies, labor organizations and licensing agencies. In addition, there are limitations in the use of application forms, statements or advertisements that inquire as to age or specify age limits. The statute empowers the Commission to prevent as well as to eliminate employment discrimination. The regulatory procedure may culminate in a Commission Order which is enforceable in the courts. Such an order may include provisions for affirmative action such as employment of the complainant or an award of pay or both.

PROGRAMS

In addition to the handling of formal verified complaints and informal investigations and inquiries the Commission carries out a series of general programs relating to the statute and concerned primarily with persons in the age bracket 40-65. These are based on the judgment that initial priority goals have been and shall continue to be (1) to provide a firm administrative and legal foundation for the purposes of the law; (2) to gain acceptance of the concept that a law is a useful tool in this field, and (3) to provide some leadership models. The Commission, accordingly, continues to emphasize four general programs:

1. State and Local Civil Service: With the cooperation of the State Department of Civil Service, the State's employment practices have provided a leadership example in connection with maximum age specifications for initial hiring. The City of New York has similarly cooperated with the Commission in reviewing and evaluating maximum age specifications. Finally, the Commission is completing its program with local municipal commissions -- of which there are more than a hundred -- with jurisdiction over employment by villages, towns and counties as well as cities.

2) Public and Private Employment Agencies: The Commission has established a procedure and a program under which an employment agency, public or private, but only if acting in good faith, may accept and work on a job order with an age specification on an employer's responsibility under the bona fide occupational qualifications provisions of the law. As part of this program the Commission maintains a continuing study of the operations of the New York State Employment Service and of private fee-charging employment agencies to determine the degree of progress in referral and placement of older workers. This includes periodic field visits to public and private employment service offices, regional conferences with local groups and associations of employment agencies, and liaison with the agencies having supervision over the licensing and regulation of private agencies.

3. Employers: The focus of the Commission's general program with employers is to have employers (particularly large entities with well organized personnel systems) make a self-evaluating initial review followed by voluntary elimination of maximum age qualifications for employment. This is also a leadership and "model" program. It includes the undertaking of experimental procedures by particular employers in cooperation with the Commission to test particular assumptions with respect to maximum age specifications.

The law does take account of the fact that there are in some cases valid and substantial objective grounds for age specifications used in good faith. For example, there are jobs in which extraordinary physical effort is required and others which involve a period of apprenticeship training. What the Commission's program seeks to identify are those areas in which industry will itself find it possible, upon review of past practices, to narrow and limit its concepts of what are reasonable bona fide occupational qualification situations and thus permit abandonment of traditional standard operating procedures which continue simply because of habit and, without discriminatory intent, bar the employment of older workers.

4. Newspaper Advertising: The Commission's essential program with respect to newspaper advertising has been to obtain the cooperation of newspapers throughout the State to eliminate the use of age specifications (i.e., specific age limitations such as "wanted--man under 40" and such usage as "young woman") in order to assure to applicants the opportunity for presenting their individual qualifications to the hiring officer and avoiding threshold disqualifications without interview. Further, the Commission maintains a continuing inquiry over usages which may be intended to have the secondary meaning of expressing, indirectly, an unlawful maximum age specification.

These four programs and a fifth, ancillary to employers, which concerns admissions to labor unions, are present programs. Two additional programs are now coming into operation:

PROJECTED PROGRAMS

1. Bona fide occupational qualifications: The law authorizes and directs the Commission to give consideration to age as "a bona fide occupational qualification" where the circumstances may so warrant. The Commission has established a procedure by which employers may claim such warrant for "exceptions" under the bona fide occupational qualification clause of the law. Claims are presently being filed thereunder which permit employers to act upon the claims, subject to review in practice. A major program projected by the Commission and now in partial operation is to set standards for and take action upon these claims and, similarly, on claims which arise in the course of complaint cases.

2. Relationship between fringe benefits and maximum age specifications for initial hiring by private employers: The law includes a proviso that there may be a "varying of insurance coverages according to an employee's age." There may therefore be what amounts to lawful discrimination in the terms, conditions, and privileges of employment with respect to what are sometimes referred to as "fringe benefits," such as life insurance plans. The setting of standards and guides for this type of situation is one of the programs which the Commission is now beginning as specific instances are presented.

An important consideration in this program is to avoid the possibility that a prospective employee will be denied employment, even though he can do the job, simply because his chronological age has a particular effect upon some ancillary benefit such as participation in a pension system. For example, the Commission has noted that the existence of a provision in a retirement plan stating a maximum eligibility age for entrance into the plan cannot in itself authorize the employer to reject an applicant simply because he is over that maximum eligibility age. In such a case the rules provide that the employer hire the applicant, if he is qualified to do the job, and take care of the pension plan problem by making some adjustment such as a form of reduced benefits upon retirement, based on entrance age.

The State of New York is not only proud of the contribution which its middle-aged and older workers make to the economy but it recognizes the State's need for full utilization of the productive capacity of this group. In the present article we have emphasized the protection which the New York Law Against Discrimination affords to those within the coverage of the law's enforcement and program provisions. The State also recognizes the existence of a special set of problems for those who are capable and desirous of continuing employment beyond age 65. In these instances the Commission's sister agency, the New York State Employment Service, provides an effective range of counseling and placement services through its local employment offices.

Placement of Persons in the Age Group 40-65

The Johnson-Conklin amendments to the age provisions of the law in 1962 emphasized the Legislature's particular concern with the age group 40-45 and directed the Commission's attention to such 40-65 group in the formulation of Commission programs relating to the older worker.

As part of the cooperative arrangements between the Commission and the New York State Employment Service, a special study of placements of applicants over 40 years of age was initiated during 1962.

The attached table summarizes the results for 1964, the first full year for which such data were maintained.

Placements of Applicants over 40 Years of Age

and

Placements of Applicants in the 40-44 Year Age Group

January - December 1964

	Total Non-Agric. Placements 40+ Applicants	Non-Agric. Placements 40+ as % of Total Non-Agric. Placements	Non-Agric. Placements 40-44 Years	Non-Agric. Placements 40-44 as % of Total Non-Agric. Placements
State Total	339,159	41.0	97,641	11.8
New York City	260,414	45.6	72,067	12.6
Remainder of State	78,745	30.8	25,574	10.0
Upstate Districts				
Albany	6,971	27.6	2,051	8.1
Utica	3,239	31.0	1,165	11.1
Syracuse	6,144	33.4	1,685	9.2
Rochester	13,266	37.1	4,950	13.8
Buffalo	13,541	37.4	4,540	12.5
Binghamton	7,062	32.2	2,393	10.9
Long Island	16,246	28.2	5,581	9.7
Suburban	12,276	24.6	3,209	6.4
New York City Offices				
Professional	32,300	45.1	9,237	12.9
Office Personnel:				
Manhattan	9,611	34.0	2,232	7.9
Brooklyn	1,154	29.3	367	9.3
Sales & Merchandising	1,984	20.1	538	5.5
Manhattan, Bronx & Queens Service	40,744	56.8	10,004	13.9
Brooklyn Service	8,930	55.8	2,967	18.6
Manhattan & Bronx Industrial	5,736	14.6	2,500	6.4
Brooklyn Industrial	3,842	14.5	1,615	6.1
Queens Industrial	3,206	18.9	1,266	7.5
Manhattan, Bronx & Queens Apparel	23,833	50.2	4,715	9.9
Brooklyn Apparel	4,004	30.4	1,229	9.3
Household	123,616	59.9	34,841	16.9
Staten Island	1,210	35.9	432	12.8

NEW YORK STATE COMMISSION FOR HUMAN RIGHTS

Seven-Year Summary of "Age" Complaints

July 1, 1958 - June 30, 1965

The age provisions of the New York Law Against Discrimination have been in effect since July 1, 1958. Basically, they prohibit discriminatory employment practices based arbitrarily on chronological age. Under its enforcement jurisdiction, the Commission receives, investigates and passes upon verified complaints by persons up to age 65 alleging "age" discrimination. The following summary is based on a recent analysis of the Commission's experience over the seven years during which the Commission has had jurisdiction over the subject of "age" discrimination.

Number - During the seven year period from July 1, 1958 through June 30, 1965, the Commission has received 649 "age" complaints. This represents about 13 percent of the total number of employment cases presented to the Commission throughout those seven years.

Geographic Location - New York City has been the site of 63 percent of all age complaints. The region with the next highest proportion is Buffalo, where 10 percent of the complaints have been registered.

Occupation of Complaints - About three out of five complaints (59 percent) were submitted by people seeking employment in professional, clerical and sales positions. Approximately 10 percent were craftsmen or persons in the skilled trades and 31 percent represented semi-skilled, unskilled, and service positions.

Age and Sex of Complaints - Almost three out of four complainants in age cases (73 percent) have been men. The median age of all complainants is 53 and the largest number of complaints (one quarter of the total) has been filed by persons between 51 and 55 years of age.

Respondents - For the entire seven year period, 80 percent of all complaints involved employers while labor unions and employment agencies were the respondents in 5 percent and 15 percent of the complaints, respectively. With respect to all employers, the three leading industries were manufacturing - durable goods (20 percent); manufacturing - non-durable goods (16 percent); transportation, communication and public utilities (12 percent); finance, insurance and real estate (11 percent); and retail trade (10 percent).

Acts of Alleged Discrimination: Findings - The distribution of "age" complaints, from July 1, 1958 to June 30, 1965, by act of alleged discrimination is as follows: refusal to hire, 53 percent; dismissal, 20 percent; employment agency refusal to refer, 15 percent; labor union action, 6 percent; terms and conditions of employment, 5 percent; other, 1 percent. The Commission found and adjusted some unlawful practice or pattern relating to age discrimination in 37 percent of the age cases settled since July 1, 1958.

METHODS OF VOCATIONAL TRAINING FOR OLDER WORKERS IN THE FRENCH NATIONAL RAILWAYS

by

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(A paper prepared for the International Management Seminar on Job Re-Design and Occupational Training for Older Workers, conducted in London, England, September 30 to October 2, 1964, under auspices of the Manpower and Social Affairs Directorate, Social Affairs Division, Organization for Economic Cooperation and Development.)

INTRODUCTION

For the past ten years, the Societe Nationale des Chemins de Fer Francais has been confronted with difficult problems in connection with the training of older workers.

In the past ten years, the Equipment and Traction Directorate of the Societe Nationale des Chemins de Fer francais has been faced with serious problems of training older workers (over 40). These problems have arisen as a result of the change-over from steam to electric and diesel-electric traction, in connection with the resettlement in the French railways of staff who had worked on Algerian railways before independence, and finally from the necessity of converting administrative and technical staff into teachers and instructors for the vocational training centres essential to the existence and smooth functioning of an organization employing 120,000 workers under conditions of rapid and continuous technical progress.

If certain conditions are fulfilled, there are no particular difficulties.

Experience acquired during this period shows that the training of older workers does not cause any real difficulties if it is carried out within an organization with well established pedagogic principles, if the teaching staff (both instructors and assistants) is sufficient, if the entire hierarchy (functional and productive) recognizes the importance of training and participates directly in it, and if everything is done to reduce the feeling of insecurity experienced by an older worker leaving a familiar job and undergoing training in order to take up a new one.

It should be stressed that the conditions listed above are precisely those which any undertaking which wishes to prosper in the future must fulfill, since the adaptation to the technological changes imposed by progress and the promotion of the well-being of its entire staff are absolutely essential.

By way of example, let us examine the retraining of drivers.

Under the general heading of training I include all or some of the following activities: initiation, apprenticeship or preparation, adaptation or training, advanced training, maintenance courses and retraining; to illustrate the way in which the S.N.C.F. conducts the training of older workers, we shall see how the retraining of "steam" drivers as "electric" drivers was effected in one of the six regions of the French National Railways.

This example is of particular interest in that training must deal not only with the movements connected with the job but also with the mental processes and characteristic attitudes of the job; the employees concerned had the general educational level of skilled workers.

The principles and methods connected with such training are present in all training activities for older operational workers.

In fact we never dissociate the two elements "man-work", and the senior staff of the establishments directly responsible for production have received a sufficiently advanced training in psychology and teaching methods to enable them to analyze jobs and improve them and to study the behaviour of the staff and train them.

They are thus capable, in co-operation with the firm's doctor, of analyzing the difficulties of the older worker and of solving the problem of his retraining or progressive adjustment, taking into account the psychological considerations and physiological requirements of his job.

RETRAINING OF DRIVERS

The electrification of the Eastern Region made it necessary to retrain older drivers.

The gradual disappearance of "steam" traction in favor of electric and diesel-electric necessitated measures to retrain drivers which were started in 1947 throughout the Societe Nationale des Chemins de Fer Francais.

The electrification of the Eastern Region took place very rapidly: 915 km. of line were electrified between 1st July, 1954, and 29th September, 1957. The number of electric locomotives increased from 0 to 190 over the same period.

From September 1955 to March 1962, this region had to retrain 1,530 drivers of whom about 50 percent were in the 40 to 50 age-group, and since it was neither easy nor desirable to get rid of established drivers for whom there was

no more work in steam traction, the contents and implementation of the retraining programme were designed to make it assimilable even to those in the highest age-group.

It was considered that, by making a special study of this operation, which would be repeated in more or less the same form throughout the S.N.C.F. as a whole, it would be possible to draw general conclusions with regard to the training of older workers.

This retraining is part of the normal training of a driver but has certain special features.

The normal preparation of a driver at the beginning of his career no matter what the method of traction, has three essential features:

(a) study of the regulations, the "Highway Code" of the Railways;

(b) initiation into driving proper;

(c) apprenticeship in running repairs in case of break-down.

The regulations differ little from one method of traction to another, and the retraining of a steam-driver as an electric driver is mainly concerned with the driving aspect (b) and the running repairs apprenticeship (c) which become difficult matters in view of the fact that:

Steam engines were actually driven by a crew - the driver and his stoker - and produced the power necessary for their operation, whereas the power for driving electric trains is supplied direct in the form of current in modern engines, which are driven by a single employee.

The disappearance of the conception of team-work connected with the "steam" mentality, which was the result of a time-honoured tradition that had left a deep impression on the workers involved, was felt very strongly by the old hands who were transferred to this new form of traction; moreover, electricity was an unknown world to them; this unknown and the fact that breakdowns are more difficult to detect, more sudden and more numerous, and could stop a train completely, created a new feeling of anxiety among the drivers to be retrained.

Electricity, breakdowns of electric engines are a source of anxiety to the older drivers who are to be retrained.

In their retraining, drivers are required to study the law of electricity, the technology of complex engines, the application of a process of decisions during driving based on a completely new type of information and by means of unknown instruments, and the acquisition of new behaviour and habits, governed by the supervision of instruments, and not, as it has previously been, a participation in the very life of the steam engine itself.

ANALYSIS OF THE DIFFICULTIES EXPERIENCED BY THE ADULT WORKER UNDERGOING TRAINING

Teaching methods for training older workers should take account of the increased importance of the difficulties of an adult with limited education.

In defining teaching methods for the retraining of older workers we should first state the two main types of difficulties, which are intellectual and emotional.

Intellectual

The older a worker with an ordinary elementary education gets, the more difficult it is for him to learn in the four stages: perception, comprehension, retention, and assimilation - owing to his lack of intellectual education.

It is as well to point out the following fact which is the result of experience:

-Retraining in the S. N. C. F. was not confined to the drivers and locomotive maintenance men; it was of course extended to the senior supervisory staff of the electrified workshops and depots.

Practically, however, there was no problem involved in the retraining of the latter, such as there was with the operational staff. Between these two categories of employees there lies the gulf of academic culture and education, which prevent the psychological functions from aging and provide the person concerned with techniques of mental organization which enable him to adapt himself to fresh situations.

The workers on the other hand, were not sufficiently trained during their youth in observation, analysis and synthesis. Intellectually they are unfitted for acquiring fresh knowledge or changing their habits of mind or character; this gives rise to the first difficulty.

Second difficulty

While the adult worker has acquired a rich experience of life, it is vague and subconscious; his limited means of expression make him tongue-tied; he does not find it easy to grasp the essential of what he has learned or of what he ought to learn; he knows things, but more often thinks he knows them, and it is easy for his instructors to gain a false impression of what he has done in the past and concerning his ability to learn.

Third difficulty

The adult worker is not usually a diligent reader and the instruction given is often based on texts drawn up in the language of those who are teaching him, rather than in his own, with the result that the information necessary for the success of the training is not well understood. This gives rise to semantic and communication problems.

Fourth difficulty

The adult only learns well what he feels to be necessary to him. But while he is keen to understand the "Why?" of the matter, he does not clearly see the basic needs, while the notion of causality is vague. The result is that the older the worker is the more difficult it is to arouse a keeness to learn about the indispensable basic theory.

Emotional

The adult undergoing training comes to "school" with all his ready formed habits and with his personal and family worries, which increase as he gets older.

He finds himself in unfamiliar surroundings. He is afraid of losing face before the younger workers who are undergoing training with him and has a feeling of dependence on his instructors which does not engender confidence.

He projects into the reality of the present the image of what he remembers of his school-days and has a real aversion for courses; in his mind, the instructor is associated with his schoolmaster; he tends to adopt the childish and passive attitude of "the pupil towards the teacher", which facilitates neither communication nor participation.

He is troubled and hampered by the unknown element of the training course and by fear of the instructor's opinion of him.

Lastly, the adult trainee vaguely feels that, so far as he is concerned, training will involve a change in his habits; unconsciously, therefore, he adopts a defensive attitude.

The difficulties mentioned above, which are common to all adults, are experienced much more intensely by older workers, particularly when they have to give up the jobs which have been familiar to them for the past 20 years, and in which they were successful; this is precisely the case of drivers changing over from one type of traction to another.

WORKING OUT A SYSTEM OF TEACHING METHODS FOR THE VOCATIONAL TRAINING OF OLDER WORKERS

The teaching methods for training older workers consist of a combination of the teaching principles applicable to adolescents and those applicable to adults.

That being the case, how were the difficulties mentioned above tackled by the S.N.C.F. ?

First of all by applying and adapting the pedagogical principles laid down by Professor Carrard of Switzerland on the basis of the Cartesian method, which are used for the vocational training of adolescents:

(a) taking an interest in the apprentice as an individual; which implies knowing something of the psychology and deep-seated needs of those to be trained;

(b) giving him confidence and awakening and maintaining his desire to learn and his pleasure in the work, which necessitates taking great care in receiving him at the start of training, explaining what is the aim to be achieved, supervising apprenticeship and working conditions, bestowing compliments rather than criticism and rendering success almost certain.

This implies:

- only teaching one thing at a time;
- proceeding from the simple to the complicated, producing the remedies for any difficulties likely to be encountered;
- keeping the effort demanded in proportion to the apprentice's capability, limiting the duration of instructional periods, allowing the necessary time for assimilation, increasing the means of checking up, beginning with concrete personal experience and practice and proceeding to the abstract and the theory which justifies it, while continually summing up the knowledge already acquired.

The first step, therefore, towards the retraining of these drivers was to get to know the older worker to be trained, so as to make a maximum use of all didactical methods based on the above principles in order to give him confidence.

In 1952, the American T.W.I. (Training Within Industry) method which was known in the S.N.C.F. under the title P.P.C. (Perfectionnement pratique des cadres) was used to supplement the "Carrard" teaching principles; it drew attention to the differences in reasons for learning between adults and adolescents; it gave us a technique for analyzing the tasks to be taught on the basis of the idea of stages (carefully choosing "What has to be done"), key points ("how to do it well") and showed us the importance of follow-up, of drawing up training programmes on the basis of requirements and of ensuring that all senior staff took a real interest in training, on the assumption that the staff of any undertaking should be constantly improving their knowledge and that any leader should be both the instructor and the educator of his subordinates.

On the basis of these guiding principles, a retraining programme was established, the efficacy of which is demonstrated by the fact that the number of breakdowns due to ignorance on the part of retrained drivers is very small and that the number of driving licences for diesel and electric-diesel locomotives refused to ex-steamdrivers was negligible.

THE RE-TRAINING PROGRAMME

The retraining programme is a very gradual one. A very simplified training in electricity is on a strictly practical basis and is designed particularly to enable signals on the different parts and motors of traction engines to be interpreted for purposes of driving and running repairs.

The retraining programme is a very gradual one and covers 11 weeks.

It consists of Part A - lasting 3 weeks:
Two weeks of study of simple practical notions of electricity - direct current, one week study of alternating current.

Part B lasting 5 weeks:
One week study of the control instruments of modern locomotives, three weeks study of the driving and running repairs of 2 typical locomotives, known as "basic engines",
one week study of the special regulations governing electric traction.

A driving course lasting 3 weeks.

In order to provide in a period of three weeks (Part A) an effective theoretical knowledge to workers of whom 50 per cent were in a higher age group and had no knowledge of electricity, a very strict selection had to be made of the notions generally dealt with in the elementary text books. Teaching of theoretical conceptions was reduced to a minimum so as to devote to each of them the time required to accustom the future driver to make use of them without error. There was no question of conducting a conventional electricity course; it was necessary to select the conceptions which were strictly necessary to an understanding of the operations carried out by the driver during driving and running repairs.

All these operations are carried out on the basis of signals which the driver receives through watching the exterior of various parts of the engine. That being so, technological ideas regarding the internal construction and internal phenomena are of little importance for the person who is driving. The most essential thing is the driver's direct relations with the equipment through his senses. So long as the external signs are normal, the driver does not have to interfere.

On the other hand, when an unexpected external signal tells him that there is something wrong internally, it becomes necessary for him to intervene. But when the mechanism is no longer functioning normally, it is not an exact knowledge of its normal method of functioning which can help the driver but rather a special study of each anomaly, of the means at his disposal for remedying it, and of how to use them.

It is therefore clear that it is advantageous when training older persons, to give very little attention to normal running and to deal with it only in order to provide a better explanation of abnormal running, which is a cause of anxiety for the driver, and to devote the majority of retraining time to the identification of abnormalities and a study of the means of reducing his anxiety.

The following are therefore thoroughly taught:

- the notions of current intensity and voltage;
- the interpretation of the readings of volt-meters and ammeters incorporated into the circuits generally, and particularly those on the dash-boards of machines running normally and abnormally.

The internal construction of the engines and the normal phenomena which occur within them are dealt with briefly and given purely as an indication.

The external signals to be checked are not studied alone and independently of the reflexes which will be necessary to the driver during his work (appreciation of the situation, deduction to be made, decisions to be taken, etc.).

Consequently, a lesson or series of lessons on a given subject contain a combination of: the rapid study of a phenomenon, the signals observed in normal and abnormal running, and the rules of procedure resulting from them.

The elements to be remembered at the end of each lesson are listed under the heading "What must be remembered".

The rules of procedure under the heading 'What must be done".

The basic aims of older drivers: to carry out the new type of operations successfully; certainty of success releases the tensions which hamper him at the start.

Thus, from the beginning, this highly analytical teaching is directed towards what the driver really needs to know and the action he must take, while at the same time developing his reflexes. All abstract notions are tied up with their practical application with the result that efforts of understanding, errors of interpretation and the nervous tension of the learner driver are reduced.

On the basis of the theoretical knowledge assimilated experimentally and concretely during Part A, Part B gives a simplified idea of driving methods, the inspection of and running repairs to an engine by means of a driving school locomotive incorporating all the features of a real one and everything which directly concerns the driver: controls, instruments, safety devices, auxiliary instruments and the circuits connecting them. All the instruments of the driving school engine operate normally, they can be adjusted to show breakdowns but they are designed in such a way that the student finds them easy to study and to regulate. The driving school engine is more simple than a normal engine. Whenever he wishes, the instructor can cause all the abnormal indices to appear and the trainee is then required to carry out the operation which had been taught him in accordance with the signal shown; sometimes he is even required to carry out a check on his own mental processes by repeating aloud the operations he is about to perform; his words are recorded on a tape-recorder and he can subsequently check on the correctness of his actions since he is manipulating the various controls himself; his willingness to learn is thus stimulated by the feeling that he is teaching himself.

During Part B, a logical study of driving operations is carried out in the class-room, on the black board, on diagrams and simplified models (including the movements, observation, reflection and decisions) and the technological notions explaining them are also taught (mental reflexes).

Back at the driving school engine we return to the concrete aspect closely connected with actual driving by studying the signals which the instruments may give and the operations which the driver must carry out; i. e. having defined and explained the elementary operations in the class-room, we proceed to put them into action on the driving school engine and thus put practice into effect.

Once these elementary operations have been studied one by one, they are regrouped at the end of Part B in order to constitute series of operations (preparation of the engine, starting off, driving, stopping, break-down while running, break-down before starting, etc.).

It then remains to adapt the trainee to real driving on basic engines under the direction of a monitor for a period of three weeks.

The driver undergoing retraining is by this time fully "in the picture"; he experiences under the supervision of the monitor difficult situations which are caused more or less artificially.

An attempt is made to associate these with others he has experienced in the past, for it should not be forgotten that, while the young adult finds it easy to accept abstract reasoning, the older trainee prefers to depend on his experience.

Finally, it should be noted that drivers are not awarded marks or placed in an order of merit during the course.

ASSISTANCE GIVEN TO DRIVERS

The importance of drivers' manuals; driving and repair manuals.

The essential aim of retraining is to teach the operations necessary to driving and carrying out running repairs of engines with the best chances of success. In order to increase the confidence of drivers who will have to handle various types of engine, driving and repair manuals for each type have been drawn up in accordance with a standard plan and a very carefully worked out identical method of presentation.

It is one of the aims of retraining to make the use of these manuals almost a reflex action.

Fear of break-downs on the line haunts the future driver, particularly as lengthy experience on steam engines has familiarized him with break-downs incidental to that type of traction; it is easy to imagine how much he depends on having the break-down manual always present on his dashboard. The manual tells him how to begin looking for the cause of break-down and leads him automatically to discover the circuit or instrument which has gone wrong, tells him the action to take and, in a word, gives him confidence.

THE TRAINING OF INSTRUCTORS FOR THE RE-TRAINING OF DRIVERS

Retraining older and young workers together is advisable.

It might be asked whether young and older drivers should be retrained together. Experience has shown that this is the better method to follow, providing that competent instructors with a thorough understanding of the underlying motives of groups of adults undergoing training and of the psychology of the "over forties" are available and that they know how to make use of the gift of more rapid assimilation by young people, who will be the first to be questioned during the courses and the first to imitate the demonstrations made during the practical exercises. At the same time they should make use of the older trainees' qualities, their past experience, level-headedness, willingness, enthusiasm, and devotion to the job, which increases with age.

Retraining depends on the quality of the instructors and monitors.

The above remark merely confirms what everybody knows: the value of methods of training older workers depends on those who do the training; hence the necessity of making a careful selection of the instructors who will conduct the training in the class-rooms and on the driving school engine (Parts A and B) and those who will supervise during the course of actual driving.

Instructors: these are selected from among the best assistant heads of depot who have taken a course of training for chief instructors (T.W.I.). The following fact, proved by experience is too frequently ignored:

The true worth and efficacy of the method is revealed at the level of the training of chief instructors (i.e., those who conduct the five initiation sessions of one of the three T.W.I. Programmes for foremen and supervisory staff). During his two week's training in the art of teaching, the future chief instructor, while studying the four well-known pedagogical principles, "putting the class at ease", "presenting the operation", "let the trainee try to do it himself", and "repeat until known" which he has to teach to others, acquires a practical experience of how to conduct discussion groups, sensitises himself to group reactions, learns to read aloud, talk, question, listen and sum up the thought of others, and to treat each one in accordance with his personality in order to facilitate his reception, and make him participate in his own training and that of members of the group, to use the blackboard, etc.

If it is conducted not in the form of learning a whole series of teaching recipes but as a process of changing of attitudes, a seminar of active philosophical reflection on acquiring a feeling for the thoughts of the other person and a respect for his personality, there is no better basic pedagogical training for adults than that acquired through slow assimilation by the future T. W.I. Chief Instructor.

The future instructor of a retraining school for electric engine drivers, having been given this basic pedagogical training and having practiced it in the T.W.I. training session depots, is given a supplementary training lasting two weeks during which he is made aware of the psychology of the adult undergoing training, communication problems, how to adapt T.W.I. principles, which are mainly intended for individual teaching, to the teaching of a group of trainees, and how to prepare and conduct a theoretical talk and a practical exercise; under the guidance of experienced instructors, he gives lessons and conducts exercises under actual class-room or driving school engine conditions.

Monitors:

One element of success; use older instructors and monitors to train older workers.

During the retraining courses, the best older participants are selected; after a certain period of practical work they are recalled to the school to act as monitors to further trainees on their first trial runs during the three weeks' driving course on normal engines. Thus, training in the business for newcomers is provided by fellow-workers.

Emphasis should be placed on the psychological value of this procedure, the monitors have themselves experienced the retraining course as trainees and do not find it difficult to put themselves in the place of those whom they are advising. There is no better encouragement for older drivers undergoing retraining than to see how their predecessors have succeeded by becoming monitors.

The age of the instructors and monitors is one of the factors contributing to the success of the retraining courses.

They know perfectly well how to adapt teaching methods for adults to the personality of older workers by increasing the number of teaching stages and

increasing the time necessary for assimilation; they know how to frame questions and how many to ask, how to encourage the older workers and how to make their success almost certain; they know how they like to instruct themselves, how they put on a front in order to hide their anxiety, etc.; their own age provides the instructors with the key to the psychology of the older workers.

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A word in conclusion:

The success of the training of older workers depends mainly on the sympathy felt for them throughout the entire hierarchy of the undertaking, on a recognition of their dignity and on the respect due to them as persons whose intelligence and free will must continually be used to the best advantage.

APPENDIX IV

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